

CHAPTER 1

EXECUTIVE SUMMARY

Historic Preservation in Warwick has long been a concern of many active citizens and local government representatives. Prior to direct government involvement, numerous individuals and village associations took action to preserve both their neighborhoods and the historical and cultural resources in those neighborhoods. After the creation, in 1974, of the Warwick Historic Preservation Commission, the record of preservation activity has been improving with each passing year. During the early years of the Commission, primary activities were inventory and data collection. With the assistance and active participation of the Rhode Island Historical Preservation Commission, the Warwick Commission was able to assemble and inventory properties that were then nominated to the National Register of Historic Places, the State Register and the City Register.¹ The City Register became part of the City's zoning ordinance whereby protection was extended to historic sites and properties were controlled under the City zoning ordinance. In 1989, with the adoption of the Pawtuxet Village Historic District as the first area-wide historic overlay zoning district, the Commission has begun to expand its powers and jurisdiction in a far more meaningful manner than had been the case in the past. With the preparation of this master plan and the recommendations contained herein, the Commission, which is now known as the Historic District Commission, is on the threshold of a new era of preservation activity.

Warwick's historical resources date back several millennia prior to the first European settlement in the 17th century. Archaeological remains confirm that viable farming and hunting communities made their homes early in this area. While many of these archaeological remains have been destroyed, both known, and yet undiscovered resources can and should be protected. Most recently, the discovery of a prehistoric settlement and ceremonial features at the Lambert Farm Site in Cowesett brought to light the imminent dangers of destruction of archaeological sites in the City as a result of development. Fortunately, in the case of the Lambert Farm Site, the owner and members of the Historic District Commission were able to work out a mutually beneficial agreement whereby development would be delayed until such time as significant data could be removed from this site. This salvage of an important archaeological resource came

about without the benefit of regulation, and relied solely on the goodwill and cooperation of the owner. Such cooperation cannot be counted on in the future. It is important that future sites be protected through some means that would require property owners to work with the Historic District Commission.

A brief history of the City from the 17th century to today reveals the chain of events that has led to Warwick's present character; a village-oriented, flourishing suburb. The advent of European settlements in the 17th century influenced the way Warwick developed and indeed established a pattern of village settlements that is reflected even today. Pre-European travel routes such as the Pequot Trail laid the basis for initial transportation routes (Post Road), but it was the early settlements in such places as Pawtuxet, Spring Green, Apponaug, Pontiac and others that established the decentralized village system which characterizes the City of Warwick.

During the early 18th century, farming stimulated the City's expansion of village settlements in spite of conflicts with native settlements. By the late 18th century and into the 19th century the City began to expand as a result of the industrial revolution and consequent in-migration of many European nationalities. Industry grew in the western part of the City, while the farming communities dominated the eastern part, a configuration that contributed to the secession of West Warwick in 1913. This was a major turning point for the City, as it lost much of its industrial base to West Warwick. However, the few mills that remained in Warwick, such as Pontiac, Apponaug, Hillsgrove and others, continued to thrive.

During the late 19th century, another significant factor that shaped the City was its temperate climate and fine beaches. These natural conditions encouraged the building of summer homes outside Providence. Oakland Beach, Gaspee Point and Conimicut are examples of neighborhoods once characterized as summer colonies but which now have a significant number of summer houses that were converted to year round use.

The 20th century brought with it continuing industrial growth and expansion of the City as a result of improved transportation routes and suburbanization. Today, Warwick is a mature suburb with a healthy mix of industrial and commercial activity but is still primarily a residential community which over 85,000 people call home.

This brief history illustrates that Warwick, in spite of intensive development during the latter part of this century, is a city with rich historical resources. The village base of Warwick's neighborhoods is in many cases clearly identifiable, and neighborhoods such as Pawtuxet have sufficient integrity to qualify for Federal and State historic status. The inventory of known properties and sites that was compiled for this Historical Master Plan number close to 500 locations. There are several hundred more properties, sites, cemeteries, graveyards and archaeological sources that are yet to be officially identified; much less protected. Many of these sites exist within Apponaug, Pontiac, Hillsgrove, Spring Green, Cowesett, Conimicut, Oakland Beach, and Buttonwoods, among others. These resources need to be further analyzed to determine which should be included in the City's inventory. As part of this Plan, these neighborhoods and others were preliminarily identified as potential historic resources that should be surveyed and prioritized at a later date.

The cursory inventory has revealed that very few of the City's known resources are protected by historic district zoning. Other than the most recent zoning district in Pawtuxet and ten individual properties, no other site is protected from destruction or alteration by municipal law. These valuable resources include large mill complexes, individual structures, archaeological sites, cemeteries, and graveyards.

The process of preserving historical resources has to begin with a plan of action and a strategy. Increasing the Historic District Commission's (HDC) scope and jurisdiction is a major objective that will bring more properties under City protection.

To strengthen preservation activities, the following specific recommendations are offered in this plan:

- 1) The City should conduct ongoing surveys in all neighborhoods, as described in Chapter 6, to update its current inventory of cultural resources.
- 2) The City should continue to use the computer data file to identify and amend potential resources.
- 3) The City should prepare legislation to incorporate new historic overlay zones in the following areas, in order of priority:
 - a) Apponaug Village Historic District,
 - b) Pontiac Historic District.

4) The City should initiate studies and surveys for other neighborhoods and develop a priority listing of other districts.

5) The City should establish a program whereby the HDC could accept and/or acquire historic easements from property owners who wish to participate.

6) A coalition of local preservation interests that would include the HDC at its core should be formed to spearhead a public/private partnership in preservation.

7) The Planning Department should incorporate preservation goals and objectives along with its economic and environmental goals in the Comprehensive Plan.

8) The known archaeological sites must be identified only in a generalized manner, i.e., to have a one-half kilometer radius around one or more sites so as not to pinpoint any one site on the map.

9) Guidelines for individual historically

significant properties should be adopted by the HDC as part of its regulations to enforce the purposes on this historic overlay-zoning district.

10) The School Department should expand its program and provide for special curricula as well as training of teachers to educate children about the City's history and the value of these historic resources.

11) The Cemetery Commission should be reconstituted with new members who are interested in serving.

12) The City should appoint full time professional staff to both the HDC and the Cemetery Commission.

13) The City should initiate locational surveys to identify potential prehistoric sites.

14) The HDC should be given an opportunity to review and comment upon all petitions for zoning variances and special exceptions.

CHAPTER 2 INTRODUCTION

The Historic Preservation Master Plan is a component of Warwick's Comprehensive Community Plan. Its purpose is to protect and preserve the City's historic resources and to integrate historic preservation into the comprehensive planning process. The Historic Preservation Master Plan is a part of the Natural Resources, Open Space, and Recreation Element of the Comprehensive Plan as required by the Rhode Island Comprehensive Planning Land Use Regulation Act.

The Act states that this element "shall provide an inventory of the significant natural resource areas such as water, soils, prime agricultural lands, natural vegetation systems, wildlife, wetlands, aquifers, coastal features, flood plains and other natural resources and the policies for the protection and management of such areas. **The elements shall include policies for the protection of historic and cultural resources of the municipality and the state.** (Emphasis added). The policies and implementation techniques must be identified for inclusion in the implementation element". To fulfill the State planning requirement, this Preservation Plan will also become a part of the Comprehensive Plan's Natural and Cultural Element.

Comprehensive Planning Context

The ultimate intent of the planning effort is to integrate the Historic Preservation Master Plan into the overall Comprehensive Plan. While this Preservation Plan is a complete document, with its own set of recommendations and action program, it should also creatively weave the preservation goals with those of other elements and other interests within the City. The integration of the elements make the plan truly comprehensive, as opposed to a compendium of detached master plans.

The Warwick Planning Board is the agency charged with primary responsibility for the Comprehensive Plan. The Plan also requires substantial citizen input. In fulfilling these commitments, the Mayor appointed a special Task Force to assist the Planning Board. This Task Force is composed of representatives of the Planning Board, Conservation Commission, Zoning Board of Review, citizen members, representatives of neighborhood organizations, and student members; and is open to all major interests and constituencies to work with its planning staff and consultants to develop the overall

comprehensive plan. In addition, the special requirements of the Historic Preservation Master Plan necessitated the close involvement and participation of the Warwick Historic District Commission (HDC).

Context for Preservation Planning

This Historic Preservation Master Plan covers the following material: an historical overview to establish the context for preservation activities; a comprehensive inventory of close to 500 documented properties, historic sites, and historic cemeteries and graveyards; an analysis and evaluation of preservation activities in Warwick; a review of the status of past historic preservation activities; an analysis of constraints and opportunities for the future; an evaluation of known and likely threats to historic resources; and a set of priorities for addressing issues. Finally, the Plan presents an action program for preservation activities.

The historical overview is presented in narrative form and is based on existing histories of Warwick, most notably the Rhode Island Historical Preservation Commission (RIHPC) state-wide historical preservation report and the work of City

Historian, Donald D'Amato. These existing narratives were edited to reflect a context for preservation activity and are not intended to be presented as a definitive history of Warwick. Mr. D'Amato is in the process of preparing a definitive history of the City that will be published after the completion of this comprehensive plan.

The inventory of properties is based on existing information from a variety of sources that are presented here in unified form. This material is now also available in a computer file that can be sorted by property type, neighborhood, age, and the like. For the purposes of this plan, it is sorted by plat and lot.

The status of past historic preservation planning was derived from existing files within the Department of City Plan and from interviews with knowledgeable officials within the Department of City Plan, the Building Department, and members of the HDC.

The analysis of constraints and opportunities points to existing gaps in the city's inventory of historic sites and buildings. To prepare this material for this Plan, planning staff members, the consultant, and a member of

the HDC drove through the City and visually identified sites and buildings for future survey and detailed evaluation. Generally, these areas are categorized by neighborhoods. While close to 500 properties have been documented, there are several hundred more properties that need to be surveyed and evaluated for the purpose of preserving these valuable resources. For example, while Apponaug is part of an historic district, it includes many properties that have not been documented and should be surveyed. Other areas are also cited.

Chapter 7 evaluates known and likely threats to resources and points out where the City is protected with respect to historic and archaeological resources and where such protection does not exist. It is shown that specific parcels were indeed threatened with demolition and were saved not because of the City's' legal jurisdiction to protect such

sites, but because individual members of the HDC and cooperative owners were willing to save these areas. In the future, the City may not be as lucky and the documentation of the most threatened sites would, hopefully, spur the City into action by creating additional districts, such as the one now existing in Pawtuxet.

Chapter 9 outlines specific preservation planning actions. It begins with a statement of goals, objectives, and policies. These statements were carefully written to reflect the needs of the City as expressed by the members of the task force and members of the HDC. Finally, the policies lead to specific recommendations on specific actions and strategies, such as zoning additional historic districts, expanding the role and jurisdiction of the HDC, and setting into place specific mechanisms to preserve and protect archaeological resources.

CHAPTER 3

HISTORICAL OVERVIEW

Local history is the story of settlements and land use: how and why people moved to a region, settled the land, supported themselves first through agriculture and later through commerce and industry, built houses and roads, and developed the city as we know it today. The early settlement patterns continue to shape the city to this day and the vestiges of the past are testimony to the linkages between the very first settlement, the city in its present state, and the legacy for future generations. An understanding of the early patterns of development is helpful in planning for the future. Thus, interest in history and cultural resources are more than intellectual exercises; they provide insights into why Warwick became home to so many, what the appeals are of its neighborhoods, and what its image is to both its inhabitants and visitors. The purpose of this overview is to understand the context of the historical and archaeological resources within the context of this plan and the Comprehensive Plan.

Physical Context

In order to place Warwick in an historical context, it is first necessary to understand the City's physical setting. The City was established in 1643 within an area that includes Warwick, West Warwick, and Coventry. After the towns of Coventry and West Warwick were split away (in 1741 and 1913, respectively) from the original town, the current corporate boundaries were established. Before European settlement in the 17th century, earlier settlements were influenced by Warwick's physical context.

Warwick's prehistoric settlements were shaped by its proximity to waters for fishing and its relatively flat coastal plain that supported farming. Its recorded history,

dating from the first European explorers and settlers, was shaped by this varied geography, religious and political controversies, and by its evolution from farming community to industrial community to suburban community. In many ways, Warwick reflected the major development trends in Rhode Island history in that its village settlement pattern, first established by the colonists and based on English villages, was reinforced by the building of mill communities that came with the Industrial Revolution.²

The size of the original town, and the geographic and topographic diversity between the rocky upland areas and low

coastal plains promoted an early-decentralized pattern of settlement that continues to this date. The beaches along Narragansett and Greenwich Bays encouraged recreational development, including summer cottages, while the river edges along the Pawtuxet River provided a variety of sites suitable for industrial development. The wide range of opportunities in Warwick encouraged the establishment of an increasing number of small villages. Warwick's growth pattern, while not unique in Rhode Island, discouraged the formation of a downtown, as no one village assumed primacy over others. While Apponaug eventually became the seat of government, it never evolved into a downtown in the true sense.

Today, Warwick is part of the greater Providence metropolitan region. It is the second most populous city in the state, with about 90,000 inhabitants. Interstate Route 95 and the main line of Amtrak's northeast rail corridor run through Warwick, linking it to Providence, Boston, and New York; Interstate Route 295 branches off Route 95 in the city to circle through the western suburbs of Providence. Other major roads are U.S. Routes 1 and 1A (Post Road and Elmwood Avenue) and State Routes 4 (the

main highway to Narragansett and South Kingstown) and 37 (the Post Road-Route 95-Route 295 connector). Theodore F. Green State Airport occupies about 1,000 acres in the center of the city. The City comprises a total area of approximately thirty-five square miles.

Settlement Patterns

The following account of Warwick's history is presented here for the purposes of the Historic Preservation Master Plan as an element of the City's Comprehensive Plan. It is not intended as a definitive history. Its purpose is to provide a context for the preservation plan, and its perspective is more concerned with land use patterns, transportation, economy, and the like as opposed to an account of events and personalities, except to the extent that they were able to shape the patterns of development.

Prehistoric Settlements

The initial settlement of the region began long before the first European arrivals. Most residents today may be unaware that the region has been inhabited for some 10,000 years. Prehistoric archaeological sites, many of which have been destroyed, attest to a way of life different from that of

the colonists who arrived only 300 years ago. The prehistoric peoples who engaged in hunting, fishing, and the gathering of wild plants were also the area's first farmers, growing domestic crops such as squash, beans, and corn.

The settlement and subsistence patterns of these people were also affected by slow but drastic climatic changes. Over 8,000 years a once cold and bitter climate became warm and produced the deciduous-forested environment that became home to the first settling Europeans. The global warming also affected the sea level, which rose as much as fifty feet and submerged much of the coastal plain.³ The regional climatic changes encouraged the formation of a native agricultural economy from earlier hunting and gathering activities.

Just prior to European settlement, the natives in the area were divided into four groups who in turn were subjugated by the much larger Narragansett tribe that dominated all of southern Rhode Island. They were called Pawtuxets, Shawomets, Cowesetts, and Potowomuts.

Some known archaeological sites that exist from the prehistoric period are Mark Rock

and Drum Rock. Mark Rock, located in Conimicut on the south shore of Occupasstuxet Cove, is a large flat rock outcropping with carvings probably dating to between 1630 and 1650. Drum Rock, located behind the Cowesett Hills apartment complex south of Apponaug, is composed of two boulders which were once balanced in a manner that one could strike the other and produce a sound that reputedly could be heard for miles.

For a city that has undergone extensive development, Warwick retains a remarkable archaeological heritage and potential for future discoveries. Many of these resources have been destroyed by development, and those not uncovered should be carefully protected. Sites which may have existed in a more or less intact state when Warwick was still a largely agrarian community were lost in the post war building boom that saw the City's population grow from about 27,000 to over 85,000 inhabitants. The City's remaining archaeological resources, including those that have been identified by the State (RIHPC), continue to be endangered by new construction. Among the excavated sites, the most recent (1988) is the Lambert Farm site in the Cowesett section of Warwick. The area had been

inhabited by Indians, passed into European settlers' hands in 1643, and had been used as a farm until just a few years ago. The property is slated for housing development in 1990, but the owners have agreed to an archaeological excavation under the auspices of The Public Archaeology Laboratory, Inc.⁴, the site revealed two unusual dog burial features. The investigation provides a rare insight into the role of canines in southern New England Native American culture.⁵

Other discoveries include the Sweet Meadow Brook site near Apponaug, which was discovered and excavated in the late 1950's. Evidence of shellfish and deer remains provide information on the people's diet, and the discovery of stone tools indicates hunting, woodworking, and agricultural activities.⁶

In 1977, the Rhode Island Historical Preservation Commission and Rhode Island College undertook a dig in Potowomut, off Forge Road near the head of Greenwich Cove. Shellfish remains were discovered. Among other artifacts discovered were the remains of postholes, which had held the vertical, supporting members of a shelter, a rare and important find.⁷

The arrival of the Europeans marked the end of the earliest native settlements as strife and disease obliterated much of the native population. Though relatively few Native Americans remain, the tribes' names have continued in Warwick neighborhoods such as Pawtuxet, Cowesett, and Potowomut. Native trails evolved into Warwick's current road pattern, including Post Road, which follows the alignment of the Pequot Path, a major trail that in colonial times became the main highway from Boston to New York.

The land was appealing to the first English colonists who found much of it already cleared for farming by natives. These earliest Europeans were helped by the natives who shared their land and harvests before disease and warfare with the colonists disrupted the native settlements. By 1616 and 1617, diseases had depopulated whole native villages. Any archaeological remains that have survived to the present may provide important scientific data on the life ways of Warwick's most ancient inhabitants.

The 17th Century

The earliest European settlers of Warwick were Samuel Gorton and his followers. Religious and political controversy constantly following him, Gorton had been

banished from Plymouth, Portsmouth, and Providence. Some settlers, dismayed at Gorton's arrival in Pawtuxet, placed their property under the jurisdiction of the Massachusetts General Court. Repeated invasions of Gorton's land in Warwick by Massachusetts authorities posed a threat to other Rhode Island settlements.

In May 1646, the Commissioners of Foreign Plantations issued an order on Gorton's behalf prohibiting Massachusetts from harassing the settlers of Shawomet, as Warwick was then known. This effectively prevented Massachusetts from pursuing its claims to Shawomet, Pawtuxet, and Providence. Together with Roger Williams, Samuel Gorton should be credited with helping to establish the basis for Rhode Island's political legitimacy and autonomy. With the support of the Commissioners of Foreign Plantations, the Gortonists returned to Shawomet in 1647. In gratitude, they renamed the settlement in honor of the Chairman of the Commissioners, the Earl of Warwick. Though not included in the Charter of 1644, Warwick was permitted to unite with the other Rhode Island colonies under its provisions, and in 1648 the town was granted a charter by the General Assembly.

Gorton's party abandoned the site of their original settlement at Mill Creek in favor of one closer to the head of Warwick Cove. Their village, like most others in early Rhode Island, was linear in form, without the central green or common typically found in Massachusetts and Connecticut towns. It extended along what is now West Shore Road from Second Point Road to Economy Avenue, and was divided into six-acre home lots for allocation to present and future inhabitants. The entire area from that village to present day Apponaug between Greenwich Bay and the northern boundary of the Shawomet Purchase was set aside for the use of all and was called the "four-mile common." The rest of the town was reserved for subsequent division among the Purchasers, a group of sixteen men that included nine of the original twelve purchasers of Shawomet plus seven "received purchasers."⁸

The houses erected at this time were probably all "stone-enders," a characteristic dwelling type found almost exclusively in Rhode Island. These timber-framed structures, one and one-half or two stories in height, usually had one room on each floor and a massive stone chimney forming a whole endwall, hence the name "stone-

ender." Windows were tiny casements filled with oiled paper or, very rarely, leaded glass, and stairs to the upper chambers were steep, ladder-like structures usually squeezed in beside the chimney. With one known exception, the houses of this period in Warwick were all destroyed during King Philip's War. The survivor was the Stone Castle, a dwelling built in 1659 which followed the typical plan described above but was built entirely of stone. This unique structure stood on the site of what is now the Elk's Lodge parking lot on West Shore Road until it was demolished in 1795.⁹

Agriculture was the principal occupation of Warwick's early settlers. Each family provided for itself by raising livestock such as hogs, goats, and cattle and by growing subsistence crops such as corn and beans. The economic system influenced all aspects of life, and the making and enforcement of laws and definition of civic duties were geared toward meeting the needs of an agricultural community in the wilderness. For example, all freemen were required to keep sound fences to keep livestock from running loose and trampling crops, and to donate time to labor on public projects, such as enclosing the town pasture, maintaining the roads, and repairing the milldam.

Warwick was mostly forested, and clearing the land for agriculture was time consuming and dangerous. Transference and sales of land, earmarking of cattle, establishment of rights over waterways and other signs of a growing frontier town began to emerge. Travel overland was difficult and dangerous because Gorton and his followers were in constant conflict with local tribes, especially the Shawomet sachem or chief, Ponham in the Warwick Neck area. With only tribal paths for roads, the Gortonists found the bay a much easier and safer way to travel. Trade with Potowomut, Providence, and islands in the bay prompted the building of a town wharf in Conimicut.

Tension between the natives and settlers culminated in 1675 in the outbreak of King Philip's War, so called after Philip, sachem of the Wampanoags. While fighting began in nearby Massachusetts settlements, the residents of Rhode Island were not at first affected, due in part to good relations between Roger Williams and the Narragansetts. After the Great Swamp massacre in South Kingstown, however, the surviving Narragansetts joined the Wampanoags in battle. As the conflict spread, the inhabitants of Warwick retreated to Portsmouth for safety during the war,

leaving behind a small garrison to staff the Thomas Greene Stone Castle. Subsequent fighting practically destroyed the settlement. Every house in Warwick, with the exception of the stone house, was burned, but most of the settlers escaped and eventually returned to rebuild.

Warwick's settlers, including Samuel Gorton at the age of 80, returned to rebuild and expand the settlement. The sons of the original purchasers moved westward from Old Warwick to Apponaug and Cowesett and into the Pawtuxet Valley. Large farms were carved out of the wilderness and prospered, as did the early sea trade. A fulling mill was established in Apponaug in 1696 by John Micarter, which was followed by grist and sawmills along the Pawtuxet River by the end of the century. By the early 18th century, Potowomut was also settled.

The 18th Century

The beginning of the 18th century brought prosperity and expansion to Warwick. Farming continued to expand and trade along the coast increased. Harbors in Pawtuxet and Apponaug facilitated trade with the West Indies and Africa. Sugar, molasses, and human slaves were shipped

into Warwick for markets in this New World. Rum production became part of the local economy as several distilleries were built, the most famous at Stillhouse Wharf in Pawtuxet.

Trade within the bay also proved profitable as a ferry from Providence to Warwick Neck and then to the bay islands became the most convenient method of getting goods, mail, and cattle to and from Newport. Politically, the coastal area dominated the town and most town meetings were held in taverns in Old Warwick and Pawtuxet.

Smuggling was added to the local economy after 1732, when the British placed new taxes on sugar and molasses and eroded the high profits of the maritime trade. Warwick, with its many coves and small harbors, was ideally suited to the illegal activity. British attempts to stop the smuggling eventually led to the burning of the British schooner *Gaspee* off Namquid Point in Warwick on June 9, 1772. This was one of a number of acts of violence preceding the American Revolution.

After 1774, when the colonies were reaching full rebellion and the British occupied Newport, the fear grew that they would

attack other parts of Rhode Island. To counter this, forts were established on Warwick Neck and in Pawtuxet. Warwick's farms were subjected to frequent raids, although no large-scale British invasion ever occurred.

While the men served in the Continental Army, Navy, and State Militia, the task of keeping the farms operable was left to the women. Their role, though not heralded, was crucial in keeping food and supplies available, as Warwick's agricultural products were even more in demand because of the British blockade. The enemy had stopped the ferry trade and goods had to be sent overland to Providence and Boston. Post Road, running through Apponaug and Pawtuxet, became the main artery of commerce, shifting the emphasis away from the coast. By the end of the century, Apponaug became the center of the political and economic life of the town.

The 19th Century

The 19th century saw Warwick beginning to change from the patterns of agriculture and sea trade towards industry, particularly the textiles industry. As maritime trade shifted towards larger ports, such as Providence, Bristol and Warren, the ports of Pawtuxet and Apponaug continued to thrive for a

while until maritime trade slowed altogether following the War of 1812. But, by that time, some of the profits of the China trades were already being diverted to the new textile industry introduced to Rhode Island by Moses Brown and Samuel Slater.

Job Greene, son of Revolutionary War hero Christopher Greene, helped establish Rhode Island's second textile mill in Centerville, then part of western Warwick, as early as 1794. James Rhodes, followed by his brothers Christopher and William, began the textile industry in Pawtuxet in 1800 and soon after established a bank there (1814) and founded the Society for the Encouragement of Industry (1820).

Mills began to appear along the Pawtuxet River and, because of the availability of farmland brought about by the decline in agriculture, mill owners not only purchased the rights to use the river and adjoining lands for their mills, they acquired tracts of land large enough to create nearly self-sufficient mill villages. As entire families were recruited to work in the mills, a series of villages emerged: Centerville in 1794, Lippitt in 1809, Pontiac and Phenix in 1810, River Point in 1812, Clyde in 1828, Arctic in 1834. Many of these villages went with

West Warwick when the towns split in 1913, but several stayed with Warwick. There was a reversal of population density as the western sector of the town became industrialized and the older, eastern area remained agricultural.

As the mills grew in size and prosperity increased, mill owners began to look to Warwick as an area where they could build large country estates, often emulating those of England. Following the example of John Brown, who had built country retreats in Warwick in the 18th century, the new rich, such as the Spragues and the Laphams, established country estates in Warwick. An example of these estates is the Fyrtre Hall, built around 1844 by Josiah Barker on what is now Division Street, which at one time was owned by Thomas Jefferson Hill, for whom Hillsgrove was named.

During the first half of the 19th century, the mills demanded better transportation that resulted in the New London Turnpike in 1821 and the Stonington Railroad in 1837. These helped to make Warwick much more accessible and placed the town in an essential area along the main arteries of trade in New England.

By mid-century, the population of Warwick had more than tripled, growing from 2,532 in 1800 to 7,740 in 1850. Much of the increase came from the influx of the first major immigrant group of the 19th century, the Irish. They had been recruited to work on the building of the Stonington Railroad and a large work camp was established for them in Apponaug at Sweet Meadows, the old Indian village. The Irish, finding employment opportunities in the mills, remained in Warwick and were soon joined by more of their countrymen, especially after the crop failures in Ireland in the 1840's.

Small villages, such as Apponaug and Pontiac, quickly adapted to the new conditions. Private houses were often expanded into rooming and boarding houses, while new housing boomed in the western section. Many of these mill houses still stand in Hillsgrove and along Jefferson Boulevard. Along with the increase in population came the demand for more schools and churches.

The Civil War had a profound impact on the industrialization of Warwick, as it did for most of the industrial northeastern states. The emerging textile mills found a new

market in supplying uniforms and other material for the Union and created great wealth for the mill owners. However, the draft took a large number of workers into the army, causing a short supply of labor. Mill owners, while at first concerned with the lack of workers, found a new source of inexpensive labor in the French Canadians, and made large profits from war contracts.

By the end of the Civil War, significant changes had taken place. Wealthy individuals, who had taken advantage of the profits to be made in textiles and other industries, found Warwick an ideal place to build lavish estates, especially in neighborhoods such as Warwick Neck, Cowesett, and Potowomut. Other shoreline areas also grew in popularity. Rocky Point, a fast growing amusement center was started in 1847 as a place for steamboats to dock for Sunday school picnics. By 1884, Oakland Beach and Conimicut were established in Warwick as resort areas. The Warwick Railroad, completed in 1874, as well as steamboats, brought holiday crowds to these new amusement centers. In the 1870's, Buttonwoods, famous for its clambakes since the 1830's, became popular as a summer camp and resort. Unlike most communities in Rhode Island, Warwick

enjoyed a full range of summer-colony developments, including large country houses, small summer cottages, hotels, and amusement parks for day-trippers.

By the end of the century, it became obvious that the needs, lifestyles, and problems of western Warwick and the area east of Apponaug were very different. Efforts to separate began in the last decades of the century but were easily blocked by politicians who wanted to keep Warwick intact. The prosperous mills in the west contributed to the town's overall economy, providing the incentive to prevent any break up of the large town. Also, the constituency of the valley villages were largely Democratic, and the Republican dominated General Assembly rebuffed attempts to create a new town that would likely send Democratic representatives to the State House.

The 20th Century

The secession of West Warwick from Warwick in 1913 significantly affected local demography and developmental history. Nineteenth century industrialization of the Pawtuxet Valley spurred the growth of a heavily built-up area in the west end of town. The eastern shore areas remained sparsely settled with farms and summer

resort communities. The physical appearance was only one aspect of the differences in the two areas since, by this time, the late 19th century immigration waves had populated the western part of town with Irish, French Canadian, and Italian immigrants who were attracted by the availability of employment. The setting of that area as the town of West Warwick excised Warwick's only urban neighborhood, leaving behind a rural community of scattered villages and suburban settlements.

When the towns were separated on March 14, 1913, the transition was relatively smooth as both towns saw the advantages of the move. The third, fourth, and fifth representative districts comprising 8.3 square miles of territory, half the population, and almost all of the industrial base were chartered as the town of West Warwick. West Warwick was given the new (1905) high school and Warwick remained in possession of the Town Hall, built in 1893.

The loss of the high school, as well as the industrial base, was sorely felt as Warwick's high school students had to move into the Old Grammar School in Apponaug. In 1924, after fire destroyed this school, the

town constructed a new high school, the James T. Lockwood High School on West Shore Road in 1925. While most of the mill villages were lost, Warwick still had the Elizabeth Mill in Hillsgrove, the Apponaug Company, and the Pontiac Mill. These were, at the time, all thriving and valuable assets for the town.

The division emphasized Warwick's role as an agricultural community with the needs of poultry and dairy farmers again occupying much of the town's business. The trolley line, which was established in 1910, made it easier to commute to Providence and Cranston. New immigrants began to populate the area. The improved transportation via the trolleys, the Warwick Railroad, and then the automobile, saw many transforming their summer residences into year round homes. Warwick also witnessed greater numbers coming to the amusement parks as transportation facilities improved.

The aftermath of World War I marked the end of town's early prosperity as the textile industry began to weaken. Strikes and labor disputes plunged the area into an early depression. Prohibition proved to be locally unenforceable as the Warwick Police force could do very little to stop the illegal sale

and distribution of alcohol. Oakland Beach, with its small summer cottages for rent, had several illegal establishments. The High House in Greenwood and the Bank Cafe in Pawtuxet were particularly notorious.

In 1929, Warwick's Hillsgrove section was selected as the site for the State Airport, again creating the catalyst that would greatly alter the town's environment. The new facility opened on September 26, 1931. Attending two air shows at the new facility on September 27, 1931, were 150,000 spectators, the largest crowd to attend any public event in Rhode Island up to that time.

Warwick's population in 1930 had risen to 23,196 and the town meeting form of government was no longer deemed adequate to meet the needs of the people. In 1931, the voters approved a charter for a mayor-council plan of city government and Warwick became Rhode Island's eleventh city. When Pierce Brereton took office as Warwick's first mayor, Warwick was still divided over becoming a city or remaining a small rural community. The transition from town to city was not easy in the next decades as the municipal government struggled through the poverty of the Great Depression, the devastation of the Hurricane

of 1938, and the trauma of World War II. The long tenure of Mayor Albert Ruerat (1936-1948) witnessed the difficult process of uniting a number of 19th century villages into a suburban city. While the City set aside zones for residential, farming, business, and industrial districts, migration to Warwick and development pressures often turned the early plans into haphazard growth, resulting in the destruction of some of Warwick's finest attractions.

During the years of Ruerat's administration, Warwick's population soared from 27,000 to nearly 40,000. This created a demand for more housing, more schools, police and fire departments, and other improvements. Warwick's struggle to become a modern municipality continued as it grew at a phenomenal rate after World War II. By 1965, the population had reached 77,637 and the scars of rapid expansion could be seen throughout the city. Contractors built houses that were quick, easy, and cheap to build. The earliest post war subdivisions were built up with one-and-one-half story gable-roofed houses, generally resembling eighteenth century dwellings of Cape Cod. The ranch house was another type of dwelling, which became widespread in the years after World War II. Old villages lost

their charm as gas stations, fast food restaurants, and bars replaced the 18th century houses and Warwick's quaint charm of earlier years was in jeopardy. Some well planned areas, however, such as Spring Green, retained a great deal of their natural beauty and provided the necessary services for a thriving suburb, while village associations began the long struggle to preserve some of the city's valuable architecture and beauty.

The impact of thousands of middle-income families on Warwick had a strong effect upon the school system following the war. Lockwood (1925), Gorton (1939) and Aldrich (1945) High Schools were unable to absorb the growing numbers of students. They eventually became junior high schools and three new high schools, Warwick Veterans (1955), Pilgrim (1965), and

Tollgate (1972) were constructed. For a period of time, nearly 80% of the tax dollar in Warwick was spent on education.

The use of the automobile, while making it possible for Warwick to expand as a "bedroom community," seemed to retard it from establishing a modern business and industrial base. When Interstate Route 95 was completed in 1966, however, Warwick was able to attract light industry to the city, and the completion of Interstate Route 295 gave Warwick new hope for retailing.

The opening of the Midland Mall in 1968 and the Warwick Mall in 1972 emphasized Warwick's central location and easy accessibility. Warwick's attraction as the retail center of the state and as a site for industry, hotels, and restaurants is again bringing her into a new period of history.

CHAPTER 4

HISTORIC RESOURCES

Inventory of Historic Places

The City Inventory of Historic Places is the city's official list of properties considered important to Warwick's history. Until the writing of this Historic Preservation Master Plan, lists of historically significant properties were found in several different sources, including the National and State Register of Historic Places and the City's Register of historically zoned properties. This Inventory is a compilation of those lists, which are now organized into one data file.

This Inventory is intended to be used primarily for informational purposes. It contains a listing of almost 500 sites, comprising historic structures, municipal properties, parks, historic districts, houses of worship, and cemeteries. National Register and State Register sites, and historically zoned properties are listed in the Inventory, as are other properties that may be eligible for nomination to the National Register or may be considered for local historic zoning.

While the inventory is large, it is not complete. Gaps in information still exist

because of the different focus and level of detail each source provided in their respective registers. For example, the City keeps a card file with basic information on each historic cemetery. Each card included the plat and lot numbers, the street on which it is located, the name of the cemetery, the historic cemetery number (when applicable), and the condition of the cemetery if known. That is a maximum of six pieces of information. In contrast, the Pawtuxet Village survey, which was done first by the Rhode Island Historical Preservation Commission (RIHPC) in 1971 and updated in 1988 by The Public Archaeology Laboratory, presented over 20 categories of information including scales measuring architectural or historical value and other less subjective categories, some of which had subcategories. Thus, the information presented on Pawtuxet village is the most complete. Information on other areas of Warwick came from the data organized in a card file kept by the City. This card file contained only basic information and there are other sites that probably should be included.

The Inventory contained in Appendix 1 was developed using a list of criteria that attempted to objectively assess Warwick's historic resources. These criteria included building age, architectural style, building type, condition and thematic associations. No one criterion was paramount. A structure not conforming to one criterion could still be listed if it was found to have significant merit under other criteria. The age criterion used was the same as that used by the National Register of Historic Places; with certain exceptions, the Register will not consider listing structures that are less than fifty years old.

Another criterion is architectural style. Structures that have been included in the City's inventory in many cases are representative of a specific architectural style or local/regional building tradition. The condition criterion comes into play when assessing a structure's architectural style. Alterations to a structure that substantially mask or destroy a structure's architectural integrity could preclude its listing in the City's inventory.

Thematic associations can refer to a structure's historical associations or to its contribution to an historic district's overall

theme. In the case of the former, a structure could be included in the inventory if it was owned, occupied, or built by an individual or organization notable in national, state or local history. In the case of the latter, a structure could be included in the inventory if it contributes to the overall theme of an identified historic area. Examples include a captain's house in Pawtuxet or mill housing in Pontiac Mills.

The inventory was formatted to include 14 pieces of information and a photograph. Included are plat and lot number, exact street address, a description and brief history, the name of the neighborhood, style of architecture, date, property use and neighborhood land use, condition, whether or not it is on the National Historic Register or if it has historic zoning, and the lot size. These 14 categories represent objective data that can be applied fairly to each property or site.

The information has been entered into an Apple Macintosh computer running Microsoft File software. This system enables the user to extract information germane to any single category or prioritized group of categories. For the purposes of this report, the information has been arranged by

plat number, and within each plat the sites are arranged by lot number. The reason for arranging the list by plat and lot is to be consistent with other City records such as those maintained by the Building Inspector and Assessors Department. This list will

enable the Planning and Building Department personnel to quickly retrieve information on historic resources whenever petitions are filed for zoning variances and special exceptions and subdivision plans that may affect such resources in the inventory.

CHAPTER 5

STATUS OF HISTORIC PRESERVATION PLANNING

Warwick's interest in its rich cultural heritage and the preservation of its colonial architecture had its origins with several private citizens and organizations that persuaded the City to adopt a formal government role in preservation planning. Individuals such as Dorothy Mayor and organizations such as the Warwick Historical Society attempted to call attention to the City's past and cultural heritage. Historical accounts, display of period artifacts and costumes, reenactment of Gaspee Days celebrations and similar activities had been going on before the creation of the Historic Preservation Commission in 1973.

The record of preservation planning from 1973 to 1985 reveals well-intentioned efforts by many people over several city administrations. These efforts were hampered by insufficient information, overlapping jurisdictions, too much reliance on voluntary resources, and inadequate authority to protect historic and prehistoric resources. Despite these early problems, the City's preservation efforts have improved markedly, particularly within the last five years. The Commission is now poised on the verge of setting new goals and policies to enhance preservation activities.

Warwick Historic Preservation Commission-1973 to 1989

Early Preservation Efforts

Site Survey

The Warwick Historic Preservation Commission was formed as result of a City Ordinance (O-73-19) which was passed by the City Council on October 15, 1973. The Commission is composed of seven members. The Ordinance and its amendments recommend that "appointments may be drawn from but not be limited to the

following professions and disciplines: History, archaeology, architecture, art, architectural history, and social and economic history."¹⁰ In the early years, the Commission members were generally people who showed an interest in serving, not necessarily professionals with the recommended credentials.¹¹

Among the first tasks, that the Commission undertook was to collect data and establish an inventory of historic sites. The Department of City Plan provided one staff person, whose time was divided among other planning duties, to work with the Commission. The Rhode Island Historical Preservation Commission (RIHPC) also assisted the City in the initial survey, which began in October of 1975 with federal funds under the Community Development Block Grant (CDBG) program.¹²

The CDBG program (funded through the U.S. Housing and Community Development Act of 1974) provided the means to achieve the Commission's and RIHPC's objectives in the mid-seventies and eighties. As an eligible activity, historic preservation efforts and surveys were funded through the Warwick CDBG program. An example is the restoration work on Warwick City Hall, a National Register property. Moreover, the CDBG rules and regulations required that steps be taken to assure that CDBG projects would not adversely affect National Register properties or properties eligible for nomination to the National Register.

The Warwick survey, in addition to fulfilling the objectives of an RIHPC survey,

was designed to focus on structures and sites eligible for nomination to the National Register, to determine how CDBG projects would affect these potential Register properties, and to meet the City's review and compliance requirement under federal historic preservation statutes.

The Warwick survey was a selective in-depth survey. The surveyors drove along streets and highways, selecting structures and sites of particular historical, architectural, cultural or visual significance. The significance may have been intrinsic, associative, or representative (e.g., structures which seem to lack architectural distinction may be surveyed because they are in fact good examples of common building types). The selected properties were photographed and recorded on standard RIHPC survey forms, which included descriptions of their use, physical appearance, architectural style or period, and condition.

In addition, existing town histories, reports, and other readily available information were reviewed in an attempt to include all appropriate historic sites and structures. Wherever possible, property owners were interviewed to identify present and original owners, dates of construction, name of architect or builder, and pertinent historical

data for each surveyed property. An evaluation was also made of each site or structure's importance to neighborhood, and architectural and historical significance.¹³ The results of these efforts led to the nomination of various properties and sites to the National Register of Historic Places (NRHP), and the State Register of Historic places (nominated through the RIHPC).¹⁴

Properties nominated to the City's Register of Historically Zoned Properties are actually adopted by the City Council as amendments to the Zoning Ordinance. The City's register includes some National Register sites. Appendix 1 lists almost 500 properties, sorted by assessors plat and lot.

Historic District Zoning

The ordinance that established the Commission also established historic zoning. Unlike other cities, the Warwick City Council required that all properties to be zoned historic must have the permission of the owner. From 1975 through June 1989, the Commission received requests from individuals to place particular sites on the City Register of Historically Zoned Properties.¹⁵ The following is a chronological listing of sites and the dates in which they were designated by the City Council:

1. Adopted March 26, 1975 - Lot #204, AP 274 - Located at 334 Knight Street, Pontiac Print Works, Pontiac Mills, 1863 et seq.
2. Adopted August 25, 1975 - Lot #58, AP 305 - Approximately 15 acres or property located in Gaspee Point--that section which has been named to the National Historical Register. (No other description available).
3. Adopted on June 30, 1976 - Lot #312, AP 370 - Property located at 698 Buttonwoods Avenue, the Greene-Bowen House, built between 1687 and 1715 with later additions.
4. Adopted on July 20, 1976 - Lot #388, AP 301 - Property located at 23 Roger Williams Avenue off Harrison Avenue, John Waterman Arnold House, built between 1770 and 1800.
5. Adopted April 22, 1981 - Lot #230, AP 246 - Located at 15 Centerville Road, Caleb Green House, now Greene Memorial Home, ca. 1800.
6. Adopted June 22, 1981 - Lot #61, AP 245 - Located at 3275 Post Road, Warwick City Hall, 1893 - 1894.
7. Adopted June 22, 1981 - Lot #119, AP 244 - Located 3376 Post Road, Henry Remington House, ca. 1800.
8. Adopted June 22, 1981 - Lot #120, AP

- 244 - Located at 3384 Post Road, Harrison House, 18th century, altered ca. 1800.
9. Adopted July 22, 1981 - Lot #8, AP 257 - Located at corner of Greenwich Avenue and Gorton Holden Terrace, the Caleb Gorton House, ca. 1790.
10. Adopted on August 19, 1983-Lot #252, AP 292-Property located at 130 Fair Street in Pawtuxet, the Colonel Ephraim Bowen House, 1799, ca. 1860.

These ten ordinances designated individual sites only after the owner initiated the request. While the Commission has jurisdiction over the ten sites, the historic integrity of these sites are not usually threatened, as the owners are committed to preserving the structure by requesting zoning designation in the first place.

Properties whose owners had no interest in historic zoning still are at risk.

The inability of the Commission to establish historic area zoning on its own initiative, and the lack of policies on the part of the City to remedy the situation meant that historic sites were designated in a piecemeal fashion and no area was zoned as an historic district in the City of Warwick before June 1989. There are approximately 500 documented sites and cemeteries at the present time that are vulnerable.¹⁶ Other than properties within the 1989 Pawtuxet district, these sites have no protection under the City's special historic overlay zoning district.

Recent Preservation Efforts

Revitalized Commission

A turning point in the recent history of the City's historic preservation efforts came in 1985 when the Mayor and the Director of City Plan reorganized and revitalized the Warwick Historic Preservation Commission. The Director noted in an April 11, 1985 memorandum to the Mayor that he had "discovered that the Warwick Historic

Preservation Commission has been somewhat inactive." While the Commission did not have an active agenda, the Director correctly noted that the City's best interests lay in encouraging a strong, active, and effective Commission to maintain and restore valuable community resources for present and future generations.

As part of his reorganization agenda, the Director set three goals: to fill vacant positions on the Commission; apply for Certified Local Government (CLG) status; and to fulfill the 1973 legislative intent by establishing an area-wide zoning overlay district. CLG status would also establish a means whereby the City could nominate known experts and professionals in related fields of preservation planning, architecture, archaeology, and real estate to the Commission.

Since the reorganization, the City has been able to achieve its first goal and foster a far more active Commission than had existed in the past. In June of 1988 the City applied for and received CLG status. The CLG program is administered by the RIHPC on behalf of municipal historic preservation activities (as established by Congress in 1966 through the enactment of the National Historic Preservation Act). The City's CLG status also makes it eligible to apply for 50 percent matching grants for survey and planning projects.

District Designation

To qualify for CLG status, a community must have enacted an historic district zoning

ordinance and have established an historic district commission.¹⁷ For Warwick's purposes, the designation of Gaspee Point as an historic zoning district since August 25, 1975 qualified for the first criterion and enabled the City to achieve CLG status in 1988. On June 26, 1989, the Village of Pawtuxet was designated as an Historic Overlay District.¹⁸ Such designation gives the Commission legal jurisdiction to review structural changes on properties within the district.

The 1989 action was the first time that the City established Historic Area Zoning as opposed to zoning individual parcels and properties as had been the case in the past. It was also the first time the City used its new zoning ordinance and the use of an overlay district to protect historic properties. Moreover, the City was also making use of the newly enacted historic zoning enabling act (public laws, chapter 88-373). It was natural that the City selected the Pawtuxet Village area, comprising approximately 184 parcels with its concentration of 18th and 19th century structures and its integrity. In compliance with the 1988 state-enabling act, when historic district zoning was established, the Commission changed its name from the Warwick Historic

Preservation Commission to the Warwick Historic District Commission.¹⁹

In 1989 the City also initiated its formal historic places plaque program. Prior to that date, plaques were issued informally by Dorothy Mayor, an activist in historical

preservation efforts. As of this date, ten plaques have been issued, and the City intends to issue approximately ten plaques each year.

Current Preservation Problems

Along with these accomplishments and the restructuring of the Commission, there were two events that helped to focus attention on the need for a Historic District Commission to play a larger and more significant role in preserving the City's cultural resources. The first was the relocation of the Card and Vaughn houses in the Apponaug area, and the second was the discovery of archaeological artifacts at the Lambert Farm site in Cowesett in 1989. While specific circumstances varied, both cases illustrate the central problem with past preservation efforts in Warwick: the Commission and the City lacked jurisdiction and were legally unable to intercede on behalf of these resources. Had it not been for the individual efforts of Commission members and the goodwill demonstrated by the property owners, both would have been destroyed.

The Card and Vaughn Houses

On April 8, 1987, the Commission received applications to demolish or alter two houses, both listed on the National Register of Historic Places. The first house was known as the Benjamin W. Vaughn House at 3399 Post Road and the second was known as the Samuel Briggs House at 3391 Post Road (Card House). The Vaughn House was built in 1810. It abutted the Trudeau Center on its south side. At the time it was being considered for demolition to make way for a housing development, the Commission's

noted authority on early period houses,

Stephen Tyson, indicated that it had been remodeled to such an extent that it had lost all traces of historical integrity. Its chimneys had been removed and the fireplaces boarded up. It was also noted that the foundation and underpinnings of the house had deteriorated. The Briggs house was in even worse shape. Built in 1804 the building had not been occupied since the mid-sixties. Its location close to Post Road meant it was also threatened by plans to widen the road.²⁰

At its meeting on April 8, 1987, the Commission agreed that both buildings could not remain at their current sites if they were to be saved. The consensus was to move the Vaughn house to another location, but they felt that the Card house at 3391 Post Road was in such deplorable condition that it was unlikely that it could be moved to another site.

As of this writing, the Vaughn House was disassembled, moved, and reassembled on a tract of land in Buttonwoods and the Card House, which was also disassembled and moved from its site, remains in storage. Ironically, both houses have lost their National Register status and are not legally protected in any way. To the extent that the present owner may wish to preserve and restore the structures, they may be saved. The City has no jurisdiction over them, unless it moves to establish district zoning over them.

Lambert Farm Archaeological Site

Lambert Farm is located in the Cowesett section of Warwick. The land was used for farming for several generations, most recently by the Lambert family. It was part of a much larger estate established by the Arnold family in the 17th century. As the

larger tract was subdivided over the years, some of it remained in agricultural use, but most of it was subdivided for residential development. In 1987, the Lambert Farm was acquired by Commercial Realty, Inc. for the purposes of developing housing on the site. The new owners were unaware that the site had been used by Indians for centuries before 1643 and that it had been farmed and settled by the original European inhabitants of this region.

Although the site was listed on the National Register of Historic Places and also on the State Register, and the City had been aware since 1981 that prehistoric artifacts existed on the site, there was no obligation on the part of the owners to preserve these resources. They could simply have been bulldozed and the resources destroyed forever, as many of the prehistoric remains in this region were destroyed. The City, in particular, had no jurisdiction to intervene. The Historic District Commission, through the individual efforts of its members, approached the owners who voluntarily agreed to allow the Public Archaeology Laboratory, Inc. to excavate and retrieve artifacts on the site. Approximately 2.5 acres would not be developed until October 1990. To date, the site has proven to be a

valuable resource, revealing an unusual dog burial ground and other artifacts.

Lambert Farm is an unusual example of a process that served to preserve significant archaeological artifacts, although the site will eventually become a housing development. This process might never be

repeated again since it depended on the voluntary cooperation of the landowners and others to excavate and research the site. In the future, property owners may not be as cooperative and may present insurmountable obstacles that will not lend themselves to easy solution without legal jurisdiction of the City or State.

Conclusions

The principal early weakness of the Warwick Historical Preservation Commission was its and the City's policy of zoning individual parcels on a strictly voluntary basis. When an individual homeowner requested that a site be placed on the City's register, the City Council enacted amendments to zone those properties. The problem with a strictly voluntary system is that many properties that might need zoning protection are never zoned as historic. Since 1976, there have not been any requests for changes or alterations to any properties on the City Register.

The Card and Vaughn houses were never part of the City Register and although they were National Register sites, they could have been destroyed. When these two properties were threatened with demolition or possibly being moved to another site, the Commission became involved although it had no legal jurisdiction over those properties. There was a feeling that somehow those properties needed to be saved and the Commission, through its own activity and the initiative of its members achieved that goal. The fact that there was no legal protection indicates a need to extend historic overlay zones to other parts of the City that are currently unprotected. There is a need for the City to establish stronger mechanisms through zoning and to find a means to protect historic properties, historic structures, bridges, historic landscapes, potential archaeological sites, and cemeteries and graveyards.

CHAPTER 6 ANALYSIS OF CONSTRAINTS AND OPPORTUNITIES

The City of Warwick is rich with cultural and historic resources. Approximately 500 parcels, including historic buildings, cemeteries and sites have been identified and described in Appendix 1. In addition, historic buildings and sites have yet to be surveyed throughout the City. Many exist in isolation from other historic resources while others are in clusters to form potential districts. In order to begin to identify these resources, the consultant, a staff member from the Department of City Plan, and a member of the Historic District Commission conducted two reconnaissance surveys on May 25 and June 12, 1990. The purpose of the reconnaissance was to drive through all City neighborhoods and visually identify areas that contained historic properties that are not on the current inventory of 500 parcels. The tour was not intended as an in-depth survey of individual buildings and sites, but served to identify neighborhoods where potentially valuable resources exist, to recommend further studies be conducted on a systematic basis, to expand the City's Inventory of Historic Places, and to adopt the mechanisms necessary to protect them.

The following is a description of the neighborhoods and potential resources as identified by the reconnaissance.

Apponaug

Apponaug is the civic center of Warwick and an important commercial center. It comes closest to functioning as a downtown, although it is not a downtown area in the true meaning. Apponaug had its origins in the original native trail, the Pequot Path that evolved into Post Road, and the establishment of the first fulling mill along what is now Centerville Road. Apponaug, with its location at the head of Greenwich

Bay and its accessibility to Narragansett Bay, developed as a modest seaport and ship building center. In 1834, the Town Hall was established in Apponaug, and the original building was replaced by the present City Hall in 1893. Apponaug prospered as increased textile mill development, new roads (Centerville Road), and the electric trolley lines connected the village to Providence.²¹

Recently, the City enacted a Historic District for the Apponaug Village Area. This district will assist in protecting Apponaug's many Historically valuable structures including:

1. Caleb Greene House, now Greene Memorial Home (ca. 1800) - Located at 15 Centerville Road (Lot #230, AP 246). Adopted on April 22, 1981, historic overlay-district zoning.
2. Warwick Civic Center, including City Hall (1893 - 1894), Library and Museum - Located at 3275 Post Road (Lot #61, AP 245). Adopted June 22, 1981, historic overlay district zoning.
3. Henry Remington House (ca. 1800) - Located 3376 Post Road (Lot #119, AP 244). Adopted June 22, 1981, historic overlay district zoning.
4. Harrison House (18th century, altered ca. 1800) - Located at 3384 Post Road (Lot #120, AP 244). Adopted June 22, 1981, historic overlay district zoning.²²

Along with the four parcels noted above, the current inventory includes 14 National and State Register properties in and around Apponaug Village and over 40 sites that are not officially on any register, although they are part of Apponaug Village.²³ Apponaug also contains several cemeteries that have

been identified by the City as follows:

Cemetery 183 - Behind 45 Meadow Street.
AP 244 Lot# 91.

Brayton Cemetery - Post Road AP 244 Lot # 182

Cemetery - Toll Gate Road (across from the Grist Mill Apartments) AP 246 Lot # 188.

Cemetery - Kettle Street, near Little Gorton's Pond. AP 246, Lot # 216.²⁴

In addition to these known resources, the tour of Apponaug Village indicated that there are a number of additional properties that should be surveyed and entered into the inventory. Following a 1992 survey of Apponaug by the Newport Collaborative, the village was subsequently zoned as a local historic district by the Warwick City Council in 1993. The historic zoning district includes the Apponaug mill and the Tanner Avenue graveyard, and extends from Apponaug Cove to Gorton's Pond including Williams Corner, Apponaug Four Corners at Post Road, Centerville Road, and Veterans' Memorial Drive.

Pontiac

Pontiac Village was settled as far back as the

late seventeenth century due to its proximity to the Pawtuxet River. Originally developed as a farming community, Pontiac evolved into an industrial area, as it is now known. In the early nineteenth century, the availability of waterpower made Pontiac an attractive site for some of the textile mills in the Pawtuxet Valley. Many of the earliest mill buildings have been replaced through the centuries by the ones that currently exist on the site. Along Knight Street there are fine examples of the mill buildings and housing built for the people who worked in the mills. Many of these buildings are currently being used, but the marginal nature of the activity within Pontiac puts these buildings at severe risk. The City should move to establishing a protective historic zoning district, and more importantly to find more economically viable uses that are compatible with the type and style of buildings.²⁵

Greenwood

The Greenwood neighborhood is a fine example of post war subdivisions that were laid out in a grid pattern. Although laid out and partly built before World War II, this neighborhood grew in the late 1940's and 50's. This is a stable neighborhood whose properties are kept up in excellent condition

and is a fine example of Warwick's neighborhoods. Greenwood would not qualify as an historic district at this time, however, it is recommended that the City consider establishing neighborhood conservation areas that could serve to recognize the area as a stable neighborhood that needs protection under conventional zoning.

Hillsgrove/Jefferson Boulevard

The Jefferson Boulevard industrial corridor presents an unusual opportunity to oversee the City's industrial base from an historical perspective. There is a blend of both old and new buildings, some of which could qualify for historic designation. The southern end of Jefferson Boulevard near the Elizabeth Mill, currently occupied by Leviton Manufacturing, provides the potential for a mill district that could be called the Hillsgrove Mill District. This area may not be considered high priority for an historic overlay district but it is recommended that a survey be conducted of individual structures in order to perhaps include some individual properties into the City's zoning districts.

There seems to be a definite boundary between the southern and the northern

sectors of Jefferson Boulevard at Kilvert Street. The area from Kilvert Street running north and west towards the train tracks may be considered a separate district (unnamed at this time). The area is characterized by nineteenth century mill housing that was established when the old mills such as the Elizabeth Mills, were established in this area. Along the balance of Jefferson Boulevard, one or two isolated structures should be considered for inclusion in the National Register.

Norwood

Norwood is an older suburban neighborhood which was also established in the 1880's and 90's and has a wide variety of architectural styles and periods. The area north of Pettaconsett Bridge up to Budlong Street has the most promise for being designated either a separate district or designing individual properties. At this time, it is recommended that the area be surveyed prior to any consideration is given to creating a new district. Along the major thoroughfares such as Elmwood Avenue and Post Road in this northern part of the City, there are a few isolated structures that could be in danger either of demolition or substantial alteration due to the highly commercial nature of the major roads.

Lakewood

The Lakewood area includes Warwick Avenue and Atlantic Avenue. There are a few individual notable sites, in particular the old Lakewood Town Hall, which should be protected under City zoning.

Gaspee Plateau

Gaspee Plateau includes a mix of early twentieth-century subdivisions, some dating back as early as 1910, mixed in with 1950's developments. While the area may not be considered for a special district designation, there is a need to survey individual properties for inclusion in the City list.

Gaspee Point

Gaspee Point is an example of Warwick's late nineteenth-century and early twentieth-century summer resort era. People living in the city sought waterfront views and beaches. While the area still has a feel of a summer colony, with very small cottages grouped together on individual parcels, the area is now fairly well-settled for year round residential use. The entire Gaspee Point area is under the control of a single corporation (Namquid Corporation). Individual houses are owned separately, and the land is leased from the corporation. At this point, it is not recommended that the

city consider establishing a separate historic district here.

River View/Longmeadow

Located east of Tidewater Drive, south of River View Avenue (just south of Mill Cove), and north of Grove Avenue, the neighborhood known as River View contains several important historic properties. A mixture of early and late 20th century residential buildings characterizes the neighborhood. It is likely that the concentration of historic properties along Hope Avenue would warrant an historic district. However, it is recommended that a detailed evaluation of the whole area be conducted prior to district designation. In any event, individual structures should be eligible for the City register.

Spring Green/Governor Francis Farms

The earliest recorded settlement in the Spring Green neighborhood was in 1642 when John Greene purchased land from the Narragansetts. The land remained in the Greene family through most of the 18th century. A house was built on the property between 1690 and 1708 and remains to this day. John Brown purchased about 664 acres of the property in 1783 and enlarged the house in 1788. Brown's descendants, most

notably Governor John Brown Francis, lived and farmed the estate during the mid-19th century. The estate remained in farming use well into the 20th century by the descendants of Governor Francis. The land was subdivided from 1931 to 1963 into house lots, known today as Governor Francis Farms. The house is an important resource because of its origins in the late 17th century and associations with the Greene and Brown families. The house, still owned by the Brown family, is a large 2 ½ story, gambrel-roofed dwelling with encircling veranda. It is noted for its architectural splendor and its scenic value as one of the few unspoiled bayside properties in Warwick.²⁶

Descendants of the Brown family established a one-room schoolhouse in Spring Green in 1820, apparently an early manifestation of public education in Warwick. In 1847, the Rhode Island militia, to train for the war with Mexico, used about 60 acres of land in Spring Green. Known as Camp Ames, only two acres remain today. The one room school "District School Number 2" was replaced in 1881 with a newer school which in turn was replaced with another in 1917. The 1917 structure was moved to its present location in 1955

and is now designated by the City as a temporary shelter for the homeless.²⁷ The combination of the school's connection with early public education and the two-acre Spring Green makes this a valuable resource that should be considered for district designation.

Conimicut Village

Conimicut Village, like Apponaug and Pawtuxet, is a distinctive neighborhood that has its own commercial district and distinctive boundaries. A number of early twentieth-century and mid-1950's type summer homes that have been converted for year round use exist in this area. While Conimicut Village may someday be considered for historic district zoning, at this time it is recommended that the City conduct a detailed survey of individual properties in Conimicut.

Oakland Beach

Oakland Beach is a distinctive neighborhood due to its geography and its early history as a summer colony. Many of the early twentieth-century summerhouses have been converted to year round use. Due to devastating hurricanes in 1938 and 1954 many structures at the southern tip were destroyed, including some hotels and

recreation buildings along the midway. There are a number of structures along Suburban Parkway, including a former train station that was a trolley stop, which should be surveyed and entered into the list.

Warwick Neck

Warwick Neck is a residential neighborhood with several historic sites spread throughout the neighborhood. On Warwick Neck Avenue is at least one 18th-century house. The Bishop Hendricken High School campus and the former Our Lady of Providence Seminary contain numerous distinctive buildings including the Aldrich Mansion. These resources and the many summerhouses built in Warwick Neck during the late nineteenth and early twentieth centuries should be listed on the City's Inventory of Historic Places after an in-depth survey is conducted. In addition, the now vacant home of Samuel Gorton on Warwick Neck Avenue should be listed as an individual listing in the City's Inventory.

Cowesett

The Cowesett area, originally settled in the 17th century, is characterized by a mixture of one acre lot subdivisions and garden apartment complexes. It includes several notable historic properties (including the

Benjamin R. Vaughn house at 51 Hesper Drive built in 1867-69), some of which stand in isolation from other historic resources that could be considered for individual listing on the City register. Others are clustered to form potential districts. An area where individual structures should be considered is along Valentine Circle, where there are fine examples of late nineteenth (the Amasa Sprague Mansion and carriage house) and early twentieth century architectural styles.

Two areas that potentially form distinct districts are in the southern part of Cowesett, as follows:

1. Division Street, east of Post Road, an area bounded generally by Post Road, Division Street, Williams Street, and the shoreline along Greenwich cove could form a potential district. A number of 19th century mill buildings have been converted to warehousing, light manufacturing and office uses. In particular, Duane Street contains some 1877 houses that were associated with the mill complex.
2. Division Street, west of Post Road, an area that is part of the East Greenwich

Hill and Harbor National Register District, can form a City district. Generally bounded by Division Street to the south, Spenser Avenue to the west (both sides of Spenser Avenue) Post Road to the east and Cedar Street to the north, this area is characterized by late 19th century and early 20th century residential structures.

Other important resources lie along the western side of Cowesett: remnants of Melody Farm and animal pounds.

Potowomut

Potowomut is an area that contains several individual historic sites. However, many of these are within state owned properties in Goddard Park and should be protected through the state. Other privately owned sites are scattered throughout Potowomut. Many of these sites, such as the Rocky Hill School, are better suited for individual listing in the City's Inventory as opposed to creating a district.

Buttonwoods

A portion of Buttonwoods has been designated under the State and National Register designations. Buttonwood is entirely under the jurisdiction of the

privately held Buttonwoods Beach Association. The City may need to extend local zoning protection of historic properties in Buttonwoods.

Natick/East Avenue

An area along East Avenue, in the northern part of the city, extending to the West Warwick town line, contains several mill buildings and associated mill housing. While the integrity of the buildings may be compromised due to substantial alteration, there are several 1890's duplex houses with plaques. This area also contains a historic bridge structure that crosses the Pawtuxet River to West Warwick. Many of the historic buildings are also on the West Warwick side. Natick should be surveyed to determine if a district should be formed on the Warwick side.

Cemeteries

The City of Warwick has within its boundaries 107 historic cemeteries; many of these properties are run down and in serious disrepair.²⁸ Currently, the City does not possess the funding or the manpower to clean and maintain these cemeteries. As a result, the City is in need of a cleanup, repair, and maintenance program for these historically valuable properties. Of the 107

historical cemeteries that are listed in the City's Inventory, 76 have known locations while 31 have been destroyed or cannot be located.

An existing Cemetery Commission is presently inactive for lack of appointed members. The Commission was established in 1987 by Council Ordinance #0-87-17. Its responsibilities are "to create an inventory of historical cemeteries within the City of Warwick; formulate and develop plans and programs to restore, rehabilitate, and maintain historical cemeteries; recommend to the Mayor and City Council such action as may be necessary to implement such plans and programs; investigate sources of funds, including fundraising, grants, and development of both corporate and individual sponsors, and all other legitimate and related activities."²⁹ In 1988, the Mayor's Executive Order #10 created a Historical Cemeteries Sponsorship Program and designated the then Historical Preservation Commission (prior to its renaming as the Historic District Commission) to serve as lead agency and essentially take over the powers of the Cemetery Commission. While the City has fulfilled part of the original charge, namely establishing an inventory (see Appendix 1)

and creating a sponsorship program, the District Commission is not likely to have the time or resources necessary to serve the functions of a cemetery commission. In particular, the District Commission's added responsibilities of overseeing the Pawtuxet overlay historic zoning district would constrain the HDC even more than in the past. The time has come for the City to consider a separate cemetery commission to carry out the original mandate set forth by the City Council in 1987.

The city must formulate a policy and create a program that will provide historic cemeteries with the type of care and maintenance that they deserve. In the past, various civic and patriotic organizations have performed the task of surveying, cleaning, and landscaping many of the burial plots. However, past efforts have been minimal and short term. A reconstituted Cemetery Commission would be responsible for the development and administration of the sponsorship program. Since the 1987 ordinance is still applicable there would be no need to establish new ordinances.

Other Areas

The historic resources noted above are within distinct neighborhoods. There are

also other resources that either cross over neighborhoods or are of distinct character that bare mentioning in this subsection. Though noted here as "other," these resources are not of lesser importance to the City than the neighborhood based resources. These are listed below:

1. Shoreline areas - Nausauket, Arnolds Neck, and Cedar Tree Point,
2. Cole Farm, part of Gaspee Plateau,
3. Grove of trees planted during the Depression by the Youth Conservation Corps, in an area behind the Samuel Gorton Junior High School - an example of an historic landscape that should be preserved.
4. Cedar Tree Point in Nausauket.
5. Engineering structures:
 - a. Tanner Avenue Weir,
 - b. Little Gorton's Pond Weir,
 - c. Warwick Railroad remnants in Conimicut, and Oakland Beach,
 - d. Apponaug mill gates.
6. Historic bridges and highway structures:
 - a. East Avenue/Natick Bridge - Town line with West Warwick,

- b. Petaconsett Bridge,
- c. Lincoln Avenue Underpass,
- d. Elmwood Avenue Bridge, to Cranston city line,
- e. Warwick Avenue Bridge, to Cranston city line,
- f. Pawtuxet Bridge,
- g. Apponaug Cove Railway Overpass,
- h. Railroad Overpass Trestle Bridge (entering Apponaug).

commercial, and industrial development pressure on open land; marginal economic activity, especially for redundant industrial buildings have combined to threaten existing resources.

- 3. Limited local district zoning with the exception of the recently enacted Pawtuxet Village historic overlay zoning district and ten voluntary sites around the city, existing historic and archaeological resources (including cemeteries) are unprotected.

Conclusion

The constraints to historic preservation fall into three general categories:

- 1. Knowledge gaps - The number of properties that have been surveyed and included in the City's Inventory of Historic Places represent only part of the resources existing within the city. Most of these gaps are spread throughout the City and occur in isolated pockets such as Norwood, Lakewood, and Oakland Beach.
- 2. Development pressure - Strip commercial pressure; residential,

The challenges and opportunities for the City in addressing these constraints are to undertake further research to close the information gap, to preserve neighborhood resources by sound land use planning, and to expand the jurisdiction of the Historic District Commission into new historic overlay zoning districts.

CHAPTER 7

EVALUATION OF KNOWN AND LIKELY THREATS TO RESOURCES

The growth of the City since the end of the Second World War has transformed Warwick from a rural community to Rhode Island's second largest city. The process of suburbanization with subdivisions, apartment complexes, industrial parks, and shopping centers came at the price of much of Warwick's historic and archaeological resources. Some houses were destroyed to make way for highway construction and street widening. Urban sprawl and the spread of subdivisions and apartment development took yet other resources.³⁰ Surprisingly, a significant number of historic structures still exist, and many of these are threatened due either to neglect or to development forces.

Threatened resources fall into the following general categories:

- | | |
|--|-----------------------------|
| 1. Large mill complexes and associated mill housing, | 5. Archaeological sites, |
| 2. Individual or isolated structures scattered throughout Warwick, | 6. Historic landscapes, and |
| 3. Clustered resources, | 7. City Archives |
| 4. Cemeteries and graveyards, | |

Mill Complexes

Apponaug Mills

Apponaug's industrial base dates back even further than the Pontiac Mills. Available waterpower encouraged the establishment of a fulling mill in 1696 for finishing homemade woolen fabric. In 1796, a gristmill was added. In 1809, the Manchester Manufacturing Company was formed to produce cotton textiles. In 1815,

a new mill was constructed to replace the 17th century fulling mill. These were replaced in the 1850's when the Oriental Print works opened on the site.³¹ The Apponaug Company built its factories in the 1920's. Through the next decades, the Apponaug Company was prosperous despite the Depression and the decline in textiles throughout New England, largely because it

developed innovative dyeing, printing and finishing techniques. It was also one of the first manufacturers to use synthetic fibers in clothing and in 1934, the Apponaug Company made the first "wash and wear" fabric that needed no ironing.³² But with stronger competition first in the south and later from abroad, the Apponaug Company could not survive and so it closed in 1958. Fires in the 1950's and 1969 destroyed most of the buildings and only a few remain today. Of those that remain, most are vacant, and some are used for storage facilities by the Peoples Moving and Storage Company. Despite the destruction, the site and remaining buildings are significant resources worthy of preservation.

The City attempted to revitalize Apponaug mills. Although a promotional attempt was never undertaken, the City's Office of Economic Development has met with prospective developers on numerous occasions to assist them with proposals and federal funding.³³ Most of the problems associated with redeveloping the Apponaug mill have been economic in nature, but also compounded by significant environmental problems that would have to be addressed. The area has wetlands that cannot be part of a development scheme, and the likelihood of

buried toxic material has been a serious impediment to development.

Pontiac Mills

Located on Knight Street along the banks of the Pawtuxet River, the Pontiac Mills is a 29-building former industrial complex with over 400,000 square feet of building space on about 14 acres of land. It houses several marginal retail, wholesale and jewelry manufacturing establishments and some of the buildings are in a severe state of disrepair. Pontiac was first settled after King Philip's War and it was initially a farming area. The mill complex was founded in the early 1800's.³⁴ In the early 19th century the Arnold family purchased most of the land in the village and built a series of mills that transformed the area. Using waterpower from the Pawtuxet River, the first gristmill opened in 1810. Through the early 1800's the mills expanded to include wool carding and cotton spinning. The 1830's added a bleachery. Throughout this early period mill houses were built, some of which survive today.³⁵ None of the early factories remain, as they were all destroyed by mid-century and replaced with newer factories that constitute much of what we know today as the Pontiac mills.

Recently, Pontiac Mills has suffered from neglect and its future remains uncertain. The complex is currently zoned for manufacturing and the City has made several notable attempts to revitalize the mills.³⁶ Although Pontiac Mills are listed on the National Register of Historic Places, there is little possibility that any of the buildings can be preserved unless there are economically viable uses for the 29 buildings.

In 1986, the City embarked on a campaign to revitalize the Pontiac mill complex. One plan attempted to create a mixed-use environment with housing and specialty retail establishments.³⁷ The plan envisioned a marketplace modeled on Faneuil Hall in Boston and Davol Square in Providence.³⁸ None of the proposals came to fruition, in part due to lack of financing. Historic tax credits became more restricted after 1986, and the federally funded UDAG Program was likewise being curtailed. The inability of the developer to secure financial backing in the private sector also led to the failure of the earlier proposals. Tax credits do not provide the same incentives for investors as was seen in the early 1980's.

Both Pontiac and Apponaug mills are threatened unless they are put to new uses that will ensure their survival as representative structures of the 19th century industrial era. Marginal uses do not yield the type of revenue needed to protect the integrity of the structures. The worst case scenario would be that the land under the mills would be more valuable without the buildings, and that present or future owners may seek to have some or all of them razed. As time goes by, the structures may disintegrate to the point that saving them may be cost-prohibitive.

Since the structures were not revitalized during prosperous economic times of the 1980's, the chances of saving them during the early 1990's may be even more remote. One factor that may have curtailed interest in the Pontiac and Apponaug mills is that new construction was far more suited to the economic climate of the 1980's as retail and housing continued to expand. The presence of the shopping malls and the growth of the Bald Hill Road area were far more economical and rendered an adaptive reuse program such as those required for Pontiac and Apponaug almost impossible from an economic point of view.

Individual or Isolated Structures

The following is a list of individual structures that are not part of potential districts. They are generally isolated from other historic structures and therefore are at some risk. This list is not intended to be all-inclusive; rather, it represents significant examples that members of the HDC and staff consider to be the most critical:

1. Structures along major arteries, particularly, commercial strips where historic structures can be converted to commercial uses or demolished to make way for new construction. Primary examples are along Elmwood Avenue and portions of Greenwich Avenue in the Greenwood area.
2. The original Administration Building at T. F. Green State Airport, formerly Hillsgrove, a National Register building. Presently the site of the offices of the U.S. Weather Service for Providence, this structure was constructed in 1932 to a design by the architectural firm of Jackson, Robertson, and Adams of Providence. It is noteworthy as being the first public building in Rhode Island to be constructed in the

International style, and is one of the oldest air terminals in the country. While the current use of the building is compatible with the structure, it should still be considered threatened for the following reasons:

- a). Long term expansion of the airport could eventually result in redevelopment of this site to other airport-related uses.
- b). The Administration building was constructed in 1932, long before the advent of large-scale commercial and jet aircraft. The long term structural impacts of ground and air transmitted sonic and subsonic vibrations need to be evaluated.
3. Aldrich Mansion and historic out buildings at the former OLP Seminary, located at 836 Warwick Neck Ave, the site was the former country estate of Nelson W. Aldrich, (1841-1915), a Providence businessman and noted U.S. Senator from Rhode Island. The property contains, among other structures, a 2-½ story, hip-roofed stone mansion modeled after a 17th century French chateau (c.1911; Carrere and Hastings of New York, architects);

and a tall wrought-iron, double-leaf gateway with 1^{1/2}-story stone gate lodge (1904-05; Stone, Carpenter and Willson of Providence, architects). The property was acquired in 1939 by the Roman Catholic Diocese of Providence and is currently used as a seminary. There are indications that the Diocese may be considering selling the property. If this comes to pass, loss of this architectural and historical asset becomes a real possibility. The property's waterfront location and large acreage would make the site very attractive to developers. Even if the property is not sold and the seminary remained, the ongoing problem of providing adequate maintenance to the buildings, structures and landscaping of this site remains.

4. Budlong farm (c. 1700 with later additions): Located at 595 Buttonwoods Avenue, this is a large property containing several barns and a 1 1/2 story, gambrel-roofed, center-chimney dwelling with some early twentieth-century additions. The farm was first settled by John Budlong (born 1672) about 1700.

The farm remained in Budlong family ownership until the death of Henry Warner Budlong (1849-1929). The farm is an outstanding example of Warwick's agricultural heritage, a heritage that is rapidly disappearing in the face of suburban development. Development pressures could eventually cause the present owners to sell the land for development. Should this occur, Warwick would be in danger of losing a historic farmstead, its architecture, and its vistas.

5. Sholes Hillsgrove Roller Rink located at 2112 Post Rd: This all wood roller skating rink is notable for its bow truss roof construction, which is unique in New England. The rink, a rare survivor of the early 20th-century emergence of roller skating as a popular recreational activity, is all that remains of the Hillsgrove Country Club, a social center of the now vanished Hillsgrove neighborhood. Both airport terminal expansion and development pressures along Post Road threaten the rink.
6. St. Paul's Evangelical Lutheran Church (c. 1915), located at 389

Greenwich Avenue. It is a stone and wood shingle style structure with Gothic detailing which was designed by Providence architect Howard Hoppin. It was erected by B.B. & R. Knight, owners of the Pontiac Mill, and deeded to the Episcopal Parish of the village. The church has suffered from the addition of aluminum siding but is otherwise intact. Threats to the structure and the adjacent cemetery stem from the erosion of its Parish due to commercial development and construction of I95.

7. District 4 School House-Old Warwick School, located at 1513 West Shore Road: This building has suffered from lack of maintenance and could experience further decline.

Clustered Resources

Generally, the former summer resort areas that were converted to year round use are a threatened resource. Examples of these follow:

1. Rocky Point in Warwick Neck. A high, rugged promontory on the Eastern shore of Warwick Neck which has been the site of an

amusement park since 1847; first developed by Captain William Winslow, a skipper of a Narragansett Bay Excursion steamer, as a picnic ground and an amusement park. The site is significant for its long history as one of the playgrounds of Rhode Island. It is also significant as the last amusement park remaining in operation in Rhode Island, and one of a dwindling number in New England.

The park is threatened by development pressures that are tied to its valuable location (on the shore of Narragansett Bay) and to the increasing suburbanization of the surrounding area. Closing of the park would mean the loss of a significant cultural resource and the loss of substantial open space at a time in Warwick's history when the city is losing much of its remaining open space to suburban tract development.

2. Riverview and Longmeadow contain a fine collection of late nineteenth and early twentieth-century housing. Like Cominicut to the North, this area benefited from the accessibility

- afforded by the Warwick Railroad. Period housing is generally of a high style and includes examples of Queen Anne, Shingle and Stick styles. Threats to the area include incompatible industrial development (388 Tidewater drive), unsympathetic remodeling and new residential development which respects neither the high massing, scale nor setbacks of the period housing.
3. The Pawtuxet River, Greenwich Avenue and the former right-of-way of the Pontiac branch of the Pawtuxet River bound the Pontiac neighborhood. It contains the nineteenth century Pontiac Mills Complex and associated duplex mill housing. The area is subject to several threats, including incompatible land uses, poor accessibility, and deterioration of the mill complex. The proximity of the Warwick Mall and the loss of social institutions (Pontiac Elementary School) have put further strains on this area, as well as on the larger residential neighborhood within which it is located.
 4. Conimicut is located on Warwick's east side, and straddles West Shore Road. Conimicut's development was fueled and shaped by the opening of the Warwick Railroad in 1875. Developing first as a summer-resort community, the village evolved into a year-round residential community with the electrification of the railroad in 1900. Even though the rail line was eventually abandoned Conimicut still shows evidence of its impact. The village's pre-war housing and commercial development follows a linear pattern; with the former right of way (now in some places a tree line) forming the Western Boundary of development. This contrasts with the non-linear, amorphous development of the Post War period evident to the West and North of the old village. Threats to the area include loss of housing to strip commercial development along West Shore Road, unsympathetic remodeling of commercial and residential structures, and deferred maintenance. Conimicut has benefited to a certain extent from a neighborhood and city sponsored "Main Street" style initiative which

has resulted in such improvements as street plantings, pedestrian scale street lights, and street signage, but more needs to be done. Recent neighborhood opposition to the establishment of a used car lot on West Shore Road highlights the community's liabilities and assets. These liabilities include the ongoing threat posed by attempts to establish incompatible commercial uses in the village. Neighborhood activism, as demonstrated by local opposition to such attempts, is the village's greatest asset.

Cemeteries and Graveyards

All historic cemeteries and graveyards are presently at risk. Warwick developed as an agricultural community. Many of its farmsteads incorporated family graveyards. While many Warwick farmsteads have disappeared with the advance of suburban development, the graveyards remain and can be found today all around Warwick, in back yards, front yards, Highway median strips (Rt.37), and even in T.F. Green Airport (two at the south end of runway 5L). These graveyards exist as private rather than public property. While theoretically protected from development, they are threatened by the

development of adjacent land, vandalism, and neglect.

Adjacent development can have an adverse affect on historic graveyards. Developers can, and have, built parking lots right to the edge of these sites. Construction of an accessory parking lot for a retail store on Bald Hill Road, for example, left a graveyard subject to erosion.

Vandalism and neglect also pose significant threats to historic graveyards. Claimed and maintained by no one, these sites are attractive targets for vandalism. Once vandalized, the sites tend to draw more vandals who compound the damage. While volunteer efforts have been attempted to clear sites of rubbish and overgrowth, these efforts cannot deal with the problems posed by headstones, mausoleums, and walls damaged by vandals and the elements. Warwick's Cemetery Commission is currently defunct and has neither the money, manpower, nor organization to deal with this issue. Appendix 1 lists all cemeteries and graveyards known to the city. The inventory does not include so-called "hidden" graveyards (i.e. sites for which records no longer exist). For the purposes of this discussion, these "hidden" sites should be

treated like archaeological sites, needing protection but difficult to protect since they are in many cases not clearly defined as to location.

Archaeological Sites

Archaeological sites are at risk in the absence of local authority to protect them. The recent examples of Sweet Meadow Brook, Buckeye Brook and Lambert Farm sites indicate that the City must develop a clear policy and mechanism to identify and protect sites from destruction.

Historic Agricultural landscapes

Historically developed as an agrarian community, Warwick has seen profound changes in its physical environment occur as farmland was converted into housing tracts, commercial and industrial developments, and Rhode Island's principal commercial airport. The rapid pace of post-war construction caused extensive loss of open space and the rural character that first drew people to the new suburbs. Now a mature suburban community, Warwick retains only a few remaining farmsteads. These historic landscapes tell the story of Warwick's agricultural past. All are threatened by encroaching development and escalating property values.

City Archives

The City's archives and records are currently maintained in the City Hall under the care of the City Clerk.³⁹ Dating back to 1642, archives including land evidence records, plat cards, linen maps, and over 50 volumes are presently in danger of destruction. Linen maps are cracking, and untreated papers are breaking down to render them unreadable. The lack of climate control and high humidity in the storage areas will certainly destroy this valuable resource. Recent documents are used and handled daily and even the earliest documents are handled by at least three or four people per month. This high rate of continuous handling of the paper will hasten its ruin. At present, all the material has been catalogued, but only 20th-century documents have been microfilmed. In the event of fire, the records will be lost forever.

Conclusion

The image of the City of Warwick is often associated with almost half a century of suburban development. The rich history evidenced by historical structures dating to the 17th and 18th centuries and a shoreline that has uniquely preserved much of its late 19th- and early 20th-century summer housing are part of the city's heritage that

remains remarkably intact to this day. However, the same forces that eroded and destroyed much of the resources are still at work and threaten the remaining vestiges of the past. Mill complexes that cannot compete economically with neighboring land uses are left to deteriorate and, in time, will be destroyed. Despite recent efforts by the City administration to find economically viable uses for Apponaug and Pontiac mills, they remain in marginal use and continue their decline. Isolated historical structures throughout the city are similarly threatened because development pressures make the land more valuable without the structures, rendering any attempts to restore such structures difficult at best. Only preservation minded owners are likely to undertake the expense of restoring period houses. Even resources that are clustered

and may lend themselves to zoning district designation are threatened due to the limited jurisdiction of the Historic District Commission and the reticence, until recently, of the City Council to mandate protection through zoning. In the case of cemeteries and graveyards, the threats are imminent because of the lack of an active and vocal constituency to preserve them. Other than a few well-intentioned efforts to clean the cemeteries, many are left untended and will continue to decline. Ignorance of pre-historical resources and lack of any policy or jurisdiction continue to threaten archaeological resources. While much has already been destroyed, many areas and resources could be preserved through proper planning and efforts of individuals and organizations.

CHAPTER 8

PRIORITIES FOR ADDRESSING IMPACTS

The record of preservation planning in Warwick has shown marked improvement since the early years, when interested citizens formed neighborhood and preservation associations and convinced City government to become involved in formal preservation activities. It has been documented that the City has been active in surveys and inventories and has begun the process of extending formal zoning protection to areas such as Pawtuxet and to individual properties. However, there is much to be accomplished and the City needs to develop a strong program and an organized implementation strategy to accomplish the goals of preserving historical and archaeological resources. The next section of this plan provides specific preservation planning action, including goals, policies, and specific strategies to set the stage for the policies and recommendations. Clearly, the City will not be able to realize its goals all at once, therefore, a priority system will guide the selection of activities that should be undertaken over time.

There are many activities that can be undertaken concurrently, some with existing staff, and some with either outside consultants or additional in-house staff. As guiding principles, the following ought to be considered in order of priority:

1. Establish and expand comprehensive Inventory: To achieve the preservation master plan's overall purpose, a comprehensive listing of all existing historic and archaeological resources should be a first priority. The City's Inventory of historic places needs to be expanded. The current list of close to five hundred properties is known to represent but a portion of the historic resources still existing in Warwick.
2. Accessible and standardized computer base: The need to integrate historic preservation into the planning process necessitates listing historic and archaeological resources in an easily retrievable format. This plan has attempted to assemble this resource list into a computerized relational database. The database has resulted in a standardized data collection format that will insure that future additions to the list of historic

resources will be incorporated in a consistent manner. Furthermore, the new system will insure a more consistent level of development review as regards historic resources.

3. Continue to use and refine historic district zoning: Warwick's 1989 Zoning Amendment to include Pawtuxet Village as part of the city's first historic overlay district has since shown the value of this regulatory tool in aiding in the preservation of local historic resources. It is important that the city continue to use and refine this preservation tool as one of the mechanisms to preserve Warwick's historic resources. While zoning is not a perfect tool for protecting historic resources, used in combination with other proactive and reactive mechanisms it is a powerful tool.

4. Additional city staff with preservation responsibilities: There is a need for the staff in the Department of City Plan to add historic preservation to their functions and activities. These activities already include planning and administration of existing

regulations, both for the HDC and the Planning Board, and coordination with the building inspector. They should now provide additional coordination. For example, updating the inventory will require additional efforts, as would administration of new historic districts. The City may be faced with having to hire additional staff to accomplish these objectives.

5. Develop preservation lobby: There is need to develop a unified grass roots voice to lobby for preservation interests in Warwick. The City is fortunate in having several volunteer organizations such as village/neighborhood organizations, the Warwick Historical Society, and the HDC who are interested in the various facets of historic preservation.

While these groups bring their energy and voice to different facets of the preservation whole, no one group is so constituted that it can effectively address the full spectrum of preservation issues. Neighborhood/village associates tend to concentrate on issues of

neighborhood revitalization as it relates to their own geographic sphere. The Warwick Geographical Society has as its focus the documentation of the city's past and the preservation of select artifacts (i.e. house museums, literary works, clothing, etc.). The HDC is primarily a regulatory body that reacts to development proposals affecting historic resources rather than engaging the community development process on a pro-active basis. As can be seen, each of these groups functions as specialists dealing with one set of issues within preservation. In order for them to be effective advocates for all areas of preservation concern, these groups must develop a coordinated voice that draws on all of their strengths. The opportunity exists for the development of such a coalition of preservation interests. In light of this plan's overall purpose, such a coalition should be a major priority.

6. Expand educational efforts in schools: Historic preservation is stewardship; the belief that our historic sites are a community resource held in trust by

us for future generations. Like all things, that sense of stewardship must be learned. People who do not value their heritage cannot be expected to value the tangible artifacts of that heritage.

Engendering a love of one's heritage should begin with our children, as they are the policy makers affecting of our future. To promote a preservation ethic, Warwick needs to expand the educational resources committed to teaching about the City's past in the schools.

Chapter 9

Preserving Planning & Action

The preceding chapters provided account of Warwick’s past efforts to preserve historic resources; analyzed and evaluated constraints, opportunities and likely threats; and set forth priorities for action in the future. The chapter builds upon the accounts and analysis and establishes a set of goals, policies, and activities for the City to implement this master plan. This planning action chapter is intended to serve as a guide for the City and its various agencies, boards and commissions to carry out the purposes of this plan.

The City’s goals for preservation action fall generally into four categories:

Information and Documentation-Augment and expand the existing Inventory of historical and archaeological resources within the City of Warwick

Planning-Integrate preservation planning into mainstream community planning and implementation.

Protection of Historical and Archaeological Resources-Promote sound land use policies that protect and preserve historical and archaeological resources and their contexts.

Education-Inform the public of its own multi-faceted heritage, the unique historical development of Warwick, and the benefits of preservation planning.

These general goals are described in greater detail in the following table entitled “Goals and Policies.” These policies are then translated into specific recommendations following the table. Each recommendation is followed by series of required actions to begin the implantation process.

Table 1
Goals & Policies

Goals	Area of Concern	Objectives	Policies
1. To preserve properties of historical and architectural significance.	Preservation Activities	To complete a comprehensive inventory of historical and architecturally significant sites. To expand the role of the Historic District Commission in implementing preservation goals. To encourage area-specific multiple resource historic zoning along with single property districts.	Continually update the inventory of historical and architecturally significant sites. Provide a mechanism to recognize other elements not presently included in the inventory. Prepare proposals for new historic zoning districts, preferably in areas with clusters of historically significant properties.
2. To enhance the image of the city through its rich historical and cultural resources.	Public and Private cooperation	To encourage private as well as public interests to promote preservation efforts	Form a coalition of preservation and other interests to promote preservation goals.
3. To integrate preservation objectives and policies into the mainstream of government planning and implementation.	Agency Coordination	To integrate preservation planning into other elements of the Comprehensive Plan.	Designate Department of City Plan as lead agency to coordinate planning for preservation and related activities
4. To promote development policies that are sensitive to historical and archaeological resources.	Agency Coordination	To integrate City data base in order to quickly identify historical and archaeological resources whenever permit or subdivision requests are submitted.	Devise an interdepartmental system with Planning, Building and related agencies to identify potential problems with impacts of development on sensitive resources.
5. To protect known and suspected archaeological sites.	Planning and Coordination	To map known sites in a generalized manner in order to not reveal individual sites. To provide the legal mechanisms to protect known and suspected archaeological sites.	Devise a mapping system within the Planning Department in coordination with the Building Inspector. Update and refine the map. Prepare City Ordinance granting the Warwick Historic District Commission authority to review development projects that may adversely affect known and suspected archaeological sites.

Table 1 (continued)
Goals & Policies

Goals	Area of Concern	Objectives	Policies
6. To promote development that respects the local historic context and discourages conflicting styles.	Planning and Regulation.	To prepare design guidelines that would be mandatory for zoned Historic Overlay Districts and recommended for historically significant properties that are not within the Historic Overlay District.	Planning Department to coordinate guidelines in consultation with the District Commission.
7. To promote Citywide education of all citizens into Warwick's historical and cultural heritage.	Agency Coordination	To include curricula on historic and cultural resources in School Department program. To initiate a City-wide adult education program that would provide courses, workshops, house tours and the like.	School Department to develop programs to establish criteria, write curricula, train teachers, run workshops, and implement. City-wide preservation coalition to take the lead in conjunction with City Adult Education Program.
8. To promote the awareness that historic preservation involves not just buildings, but also cemeteries, graveyards, landscapes, bridges, and other resources.	Planning	To use the Comprehensive planning process to educate the public on the broader scope of preservation planning.	The City should work with private organizations to promote the awareness of the broader scope of preservation interests.
9. To protect historic cemeteries and graveyards.	Planning and Coordination	To extend legal protection to historic cemeteries and graveyards To reconstitute the Cemetery Commission	Broaden the role of the Cemetery Commission by giving it jurisdiction over the protection of historic cemeteries and graveyards. Appoint members to the Cemetery Commission. Enforce existing laws against vandalism and desecration of cemeteries.

Recommendations

Survey-The current inventory of historic properties and cemeteries is not complete. There is a need to conduct in-depth surveys in order to add properties to the list. In particular the list should be expanded to include historic landscapes, engineering structures, as well as historic bridges and highways. There are substantial gaps in the number of properties that have been surveyed and included in the City's Inventory of Historic Places. Most of these gaps are spread throughout the City and occur in isolated pockets such as Norwood, Lakewood, and Oakland Beach. The Historic District Commission for the purpose of either including individual sites, or establishing new districts should survey other individual sites on a more comprehensive basis. These include Hillsgrove/Jefferson Boulevard, Conimicut Village and the southern tip of Oakland Beach. **Therefore, it is recommended that the city conduct ongoing surveys in all neighborhoods, as described in Chapter 6, to update its current Inventory.**

Action Required - The Department of City Plan should assign a staff member to take overall responsibility for the continuing survey. The staff person should establish a

schedule of surveying each neighborhood, starting with Apponaug and proceeding in the order of neighborhoods listed and described in Chapter 6. The survey form should be acceptable to RIHPC to include properties that may be considered for the National Register of Historic Places. All properties surveyed, whether eligible for the National Register or not, must be entered in the City's Inventory, established on computer file as part of this plan. To facilitate the process, the Department of City Plan may consider applying for additional grants or hiring student interns to conduct the survey. It is anticipated that the process of surveying the entire city in the depth required may take several years.

Computerization-This historic preservation master plan began the process of incorporating the known inventory in one place using a data file computer listing. This list can be sorted by plat and lot, street address, type of resource, and any other relevant piece of information connected to the resource. For example, historic cemeteries can be listed separately from other types of resources. **It is recommended that the City continue to use this data file computer program in**

order to update its inventory and keep a permanent record of all the known and potential resources.

Action Required - The initial data file was compiled on an Apple Macintosh using Microsoft File software. The Department of City Plan will have working copies of all disks used to compile the data. The Department can either use the same program or convert the file to its own hardware and software configurations. As a first step, the Department should convert the files for its own purposes. As data become available, the file must be updated on a continuous basis. Hard copies may be printed whenever the Department deems it necessary for information purposes.

Historic District Zoning-The City currently has three historic overlay zoning districts: Pawtuxet, Apponaug, and Pontiac. **It is recommended that the City undertake to prepare legislation to incorporate new historic overlay zones in the following areas, in order of priority (See Fig 6 Historic Districts Map):**

Industrial Reuse - The Planning Department, the Department of Community and Economic Development and Chamber

of Commerce should develop reuse plans for mill complexes. Possible suggested reuses include, but are not necessarily limited to the following:

- a. Housing for the elderly.
- b. City school or administration.
- c. Mixed residential and office use.
- d. Industrial/commercial incubator.
- e. Indoor fieldhouse.
- f. Affordable housing, with three and four bedroom family units.

Action Required - The Economic Development Element of the City's Comprehensive Community Plan should include a section on the reuse of historic mill complexes in Warwick. While the recommended reuse options noted above will be considered, the plan will integrate the mill complexes into the overall economic development strategy of the city.

Easements - While historic area zoning is considered one of the primary tools to preserve historic resources in the City, the City can also consider the establishment of protective covenants and easements. **Therefore, it is recommended that the City establish a program whereby the HDC or a non-profit corporation, established for this purpose, could accept**

and/or acquire historic easements from property owners who wish to participate.

The easements would give the HDC additional authority over participating properties.

Action Required - The HDC and the Department of City Plan should prepare draft language for the establishment of an easement program. The model should be the State program currently under the auspices of the RIHPC.

Preservation Coalition - In keeping with the policies to protect historic resources, the City has been looking to the HDC to provide leadership and direction to implement this plan. However, it is clear that the HDC alone as a unit of local government may not be able to carry out all the goals of this plan. **Therefore, it is recommended that a coalition of local preservation interests that would include the HDC at its core be formed to spearhead a public/private partnership in preservation.** The coalition should include groups such as the Warwick Historical Society, all the existing neighborhood associations, the Chamber of Commerce and other interested parties who wish to be represented. Its function would be to educate the public on preservation

matters and to be a voice for preservation interests whenever those interests are threatened. The coalition should have a strong base and conduct its own fund raising in order to engage professional staff to carry out its directives. As a private organization, this coalition would have the ability to disseminate information through brochures and other publications, lobby for new historic zoning districts, intervene in zoning cases and/or court cases where historic properties might be threatened, and perhaps provide funding to help citizens in maintaining their own historic properties.

Action Required - The task of forming a coalition as described above requires preparation and consensus building. This plan will serve as the initial tool to build public support. Through the workshops and hearings before the Planning Board and City Council, the preservation plan element of the comprehensive plan should emphasize the need for continual public support. After the plan is adopted, the HDC should continue its efforts to build public support by being more visible and active in pursuing its objectives. No more than three to six months after the plan is adopted, the HDC should issue an open invitation to all known and organized neighborhood and

preservation groups in Warwick to participate in a series of city-wide workshops. The immediate objective of these will be to form the coalition as described above. Interim officers would be elected and rules of procedure adopted until the exact nature and composition of the organization is established. The HDC will serve as the core or founding group but will not necessarily retain control of the organization. The important ingredients of the coalition must be that it has broad public support in all neighborhoods and that its purposes are consistent with this plan.

Integration of Historic Preservation Planning into Comprehensive Plan - This historic preservation master plan is intended to be a part of the overall comprehensive community plan. As such, it is intended that preservation planning be brought into the main stream of overall municipal planning in the City of Warwick. At the present time, the Department of City Plan provides staff services to the HDC and also coordinates with the building inspector to enforce the current regulations under historic area zoning. In addition, the Department has conducted studies on its own or through consultants such as the Pawtuxet Village survey, the Apponaug plan, and this report.

It is recommended that the Department incorporate preservation goals and objectives along with the economic and environmental goals of other elements of the comprehensive plan. For example, the economic development efforts which have strong tourism components should emphasize the richness of Warwick's heritage and the examples of its past in its promotional efforts. Moreover, economic development should be aggressively extended to securing economically viable uses for the Apponaug and Pontiac Mill complexes. Other efforts include a closer working relationship between the planning, economic development, and housing staffs in the City.

Action Required - The other elements of the Comprehensive Plan will be consistent with this Preservation Master Plan.

Archaeological Resources - In conjunction with the closer working relationships among the departments that are charged with implementing policies under this plan, it is recommended that the planning department establish a system to identify potential adverse impacts on archaeological resources in the City. At the present time, the State Historic Preservation Commission has

identified a number of known archaeological sites that must be withheld from public knowledge because of potential vandalism. If the sites are to be protected, there needs to be a method by which the City can notify developers when they are potentially going to have an adverse impact on archaeological resources. **It is recommended that the known sites be identified only in a generalized manner, i.e., to have a one-half kilometer radius around one or more sites so as not to pinpoint any one site on the map.** Such a generalized map could be made public so that property owners would know if they were in an area where there could be an adverse impact on archaeological resources. The system would also include a referral to the planning department staff who would make a determination as to whether or not a project would actually encroach on a specific site. If the finding were negative, the developer would be able to proceed under normal zoning and building restrictions. If the project were to have direct adverse impact on a known archaeological site, the HDC would have the legal means to intercede in the project until such time as mitigative action would be devised by the Commission and its staff. Such courses of action may include excavation and recovery of artifacts,

acquisition of easements and/or outright acquisition of the site itself in order to protect and preserve the resource. **In order to accomplish this recommendation, the City would have to pass a special ordinance that would empower the HDC to enforce these regulations.** As part of the enforcement of this policy, the HDC, with the help of the planning department, should continually update and refine the map both of specific and generalized archaeological sites.

Action Required - The HDC and the Department of City Plan should prepare a draft ordinance and map as described above. The ordinance would not be part of the Zoning Ordinance but would be part of the City's Code of Ordinances. The City Solicitor should be requested to review the draft for consistency with state and federal constitutional requirements. Since this recommendation is part of the comprehensive plan, the Planning Board, City Council and Mayor should support the ordinance and its passage. However, for practical purposes, the HDC should garner wide public support among all neighborhoods in order to implement the ordinance.

Design Guidelines - As part of the implementation of this plan, the City should develop design guidelines for individual historically significant properties in the City. **It is recommended that these guidelines be adopted by the HDC as part of its regulations to enforce the purposes of the historic overlay-zoning district.** While these guidelines can be enforced only within such designated districts, it is also recommended that the guidelines be made available to property owners outside the district so that those property owners may undertake historic restoration on a voluntary basis.

Action Required - The Department of City plan should prepare draft design guidelines for the HDC. The guidelines should be submitted to the RIHPC for review and comment in order to be consistent with state policies.

Education - The school department currently provides programs in conjunction with the Warwick historical society to educate pupils on the value of Warwick's heritage. **It is recommended that the school department expand its program and provide for special curricula and training of teachers to educate children**

on a systematic basis of the value of the City's past. In addition, there is a need to provide programs of adult education and workshops to assist neighborhood associations and individuals in preservation techniques. It is possible that the coalition of preservation groups could serve as a catalyst to combine adult education with promoting awareness of the need to preserve the integrity of the City's neighborhoods.

Action Required - The School Department should work with the HDC and other preservation groups in the city to develop lesson plans and curricula.

Cemeteries - **It is recommended that the City's cemetery commission be reconstituted with new members.** The list of cemeteries needs to be updated and their general condition assessed. The Commission can take an active role in maintaining the cemeteries, many of which are overgrown and filling with debris. Moreover the Commission will be responsible for disseminating information on the cemeteries and graveyards for people who seek genealogical information. The Commission should also have the authority to intervene and take mitigative action in situations where cemeteries and graveyards

are subject to adverse impact from any development proposal. The protection of the historic cemeteries and graveyards is an important function that cannot be easily combined with other agencies such as the HDC. Therefore, it is recommended that an independent Cemetery Commission be strengthened with new members and staffing.

The Commission should designate civic organizations, businesses, village, and historical groups to sponsor the care of these burial grounds. Participating organizations will be rewarded with plaques from the commission recognizing them for their civic work. This program would not only provide for the care and maintenance of these historic properties but it would also help to beautify affected neighborhoods and enhance property values.

Program components may include:

- a. Mass mailing: Notification mailed to abutters of targeted historic cemeteries in order to solicit participation in the program.
- b. Advertising: Advertise the sponsorship program, (including articles and press releases), in the

Providence Journal and other local newspapers to attract other participants.

- c. Civic and neighborhood organizations: Notify and solicit civic, neighborhood and other types of organizations to participate in the sponsorship program.

Action Required - The Mayor should appoint members to the Cemetery Commission. Lists of recommended members should be submitted by the Department of City Plan and the HDC. Members should include people from neighborhood organizations who are interested in protecting cemeteries.

In addition, it should be noted that the Department of Parks and Recreation will also be providing maintenance staff and equipment for historic cemeteries.⁴⁰

Archives - **There is an urgent need to protect the City archives presently existing in City Hall.** The City Clerk has requested funding to protect the documents.

Actions Required:

- a. Acid neutralize the papers,
- b. Climate control,

- c. Preserve and repair linens,
- d. Microfilm all documents and store copies outside City Hall.
- e. All materials need to be catalogued.

Staffing - At the present time, the City has committed considerable staff resources to historic preservation efforts. However, it is clear that as the demands on the staff grow, both for general planning, for enforcement of regulations and other duties, the existing staff resources seem to be stretched to the limit. At some point, **the City should consider appointing full time staff to both the HDC and the Cemetery Commission.** The staff should get involved not only in the regulation but also in survey work, mapping, data base maintenance, and planning for the future. The level of expertise would have to include not only planning and preservation skills but also the ability to update the computer data base, mapping and related activities.

Interagency coordination - At present, the Department of City Plan serves as the focal point to coordinate the various planning and implementation activity. Other boards and agencies need to communicate more

frequently. The following recommendations are examples of such cooperative efforts:

- 1) The members of the HDC should routinely receive docket material from the Zoning Board of Review (ZBR) and are urged to attend meetings of the ZBR and testify on matters affecting historical and archaeological resources.
- 2) The City's Community Development Block Grant (CDBG) assisted housing rehabilitation programs should give priority to historic structures, and require compliance with proposed design guidelines.

As the HDC's functions continue to expand and become more demanding on the time of individual members, the City should compensate members in the same manner as members of the Zoning Board of Review and Planning Board are compensated.

Next Steps

These recommendations are intended as the first steps toward implementing the City's preservation action plan. Information gathering, planning, implementation through zoning and other land use controls, and public education are part of an on-going process that does not end with the completion of this plan. The plan is actually a starting point for the activities recommended herein; the process is cyclical with new information leading to more effective planning and implementation which in turns leads to a more informed public which demands more of its elected and appointed officials.

As the city looks towards the 21st century, growth pressures will continue as the needs for housing, jobs, tax base, and economic development compete with concerns for preservation of historical and cultural resources that make up the community's heritage. The balance of these concerns are the subject matter of comprehensive planning; historic preservation planning is part of the equation.

Footnotes

¹ Note: References to the City “Register” include only properties zoned under the City Zoning Ordinance. This plan also makes references to a City inventory which is a listing of 500 properties including National, State, and City Registers as well as historic cemeteries and sites or buildings deemed to have historic significance by the Warwick Historic District Commission.

² Donald A. D’Amato, City Historian, is preparing a history of Warwick. The accounts of the European settlers described in this chapter are drawn from his work.

³ RIHPC

⁴ Jordan E. Kerber and Mary Ann Larson, Brown University Field Methods Project, Archaeological Testing at the Lambert Farm Site, Warwick, RI, 1988-1989.

⁵ Jordan E. Kerber, Alan D. Leveillee, and Ruth L. Greenspan, An Unusual Dog Burial Feature at the Lambert Farm Site, Warwick, RI: Preliminary Observations, *Archaeology of Eastern North America*, PP. 165-174, (November, 1989)

⁶ RIHPC, K-W-1, p. 4

⁷ RIHPC, K-W-1, p. 4

⁸ RIHPC pg. 6

⁹ RIHPC

¹⁰ Sec. 311.2, Warwick Zoning Ordinance, as amended. See Appendix 4 for the full text of the City’s latest historic district (overlay) zoning.

¹¹ As will be explained below, the City’s attainment of Council of Local Government (CLG) status in 1989 requires compliance with professional qualifications for Commission members.

¹² The survey information was eventually published in the RIHPC’s Statewide Historical Preservation Report K-W-1 in 1981 and copies of the survey sheets, some of which were updated, are on file with the Department of City Plan. Appendix 1 of this report contains the inventory that was begun in 1975 and updated from time to time.

¹³ RIHPC

¹⁴ National and State Registers are coterminous.

¹⁵ These properties are also listed in the Inventory described in Chapter 4.

¹⁶ See Appendix 1 for the full list, arranged by plat and lot.

¹⁷ RIHPC Memorandum, Rhode Island Certified Local Governments Program, February 1, 1986.

¹⁸ The Historic Overlay District was established in 1988 as part of the comprehensive revision of the Warwick Zoning Ordinance. An overlay district is a zoning designation that imposes special requirements in addition to the requirements in the “underlying” district. For example, if a property is zoned residential, say A-7, (underlying district) and an historic overlay district, both the A-7 requirements as to use and dimensional components apply as well as special historic requirements.

¹⁹ See 1989 amendment to the Warwick Zoning Ordinance, Appendix 4. The same amendment established the first overlay district in Pawtuxet Village.

²⁰ Source: Commission Minutes dated April 8, 1987

²¹ The Robinson Green Beretta Corporation (RGB) for the Warwick Department of City Plan, Apponaug Billage: An Analysis & Planning Study, 1982

²² See Chapter 5 of this report for the complete register of historically zoned properties in Warwick and Appendix 1 for a full description of these properties.

²³ See Appendix 1 for the 14 register sites. The RGB report in 1982 identified 47 sites that includes 3 National Register sites.

²⁴ Department of City Plan card file on historic cemeteries.

²⁵ See Chapter 7 for a more detailed discussion of Ponitac Mills.

²⁶ RIHPC, Warwick, RI, Statewide Historical Preservation Report K-W-1, April 1981, p. 73

²⁷ Source: Henry A.L. Brown, Historian, March 12, 1989.

²⁸ This information was prepared by Lewis Taft and supplied by the Department of City Plan.

²⁹ Council Ordinance No. 0-87-17.

³⁰ Card and Vaughn houses are recent examples. There may be other earlier or even undocumented cases from the 1950’s and 1960’s when the city was growing at its most rapid pace.

³¹ RIHPC p.17.

³² RIHPC p.38.

³³ Interview with Janet White, Economic Development Director.

³⁴ RIHPC p.17.

³⁵ 107, 119, 123, and 125 Bleachery Court probably date to the 1810 to 1820 period, according to RIHPC.

³⁶ Interview with Janet White, Economic Development Director.

³⁷ New England Real Estate Journal, December 2, 1986.

³⁸ Future Real Estate Company, Robert A. Catanzaro, President.

³⁹ Information supplied by Charles T. Sheahan, City Clerk

⁴⁰ See Natural Resources, Open Space and Recreation Element of the Comprehensive Plan, p. 54